

National Civic Review

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Volume XLVIII, No. 3

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More than 1,000 citizens packed the Sheridan High School gymnasium to receive the All-America City award at a special luncheon ceremony.

Winning Cities Receive Awards

Ten All-America Cities of 1958 received their awards last month at a series of banquets, luncheons and specially arranged presentation ceremonies. The eleventh, New Haven, Connecticut, cancelled a January luncheon for a more elaborate evening banquet planned for March 21.

Each of the winners in the contest, which is co-sponsored annually by the National Municipal League and *Look* Magazine, got a flaming red banner with white lettering to hoist over city hall or in a public square. Flag-raising ceremonies were livened by the band music of schools, local civic and patriotic organizations.

Proud communities, boasting of their accomplishments in special newspaper features and even in special editions and Sunday supplements, invited top state and local officials, senators and congressmen, business and civic leaders to witness presentation of the award to the real heroes of the hour: the ordinary, sometimes anonymous, citizens behind the achievements.

One of the best attended banquets this year was the one in Sheridan, Wyoming, where 1,025 people heard A. Earl Bryson, League Council member, congratulate them for a ten-year civic improvement program involving the

work and ideas of more than 1,300 citizens and for progress in combating discrimination against American-Indian residents.

(Continued on next page)

All-America City flag is raised over Phoenix City Hall by (left to right) Herbert R. Haskins, chairman, Phoenix Growth Committee, Mayor Jack Williams and Governor (of Arizona) Paul Fannin.





Mrs. Robert K. Emerson, Huntington civic leader, receives award from Richard S. Childs, with an assist from NBC newscaster David Brinkley (left) and William B. Arthur (right), managing editor of "Look".

(Continued from previous page)

Hayden, Arizona, (population 2,000) got two special plaques with its All-America City Award—one an inscription of congratulations from neighboring Winkelman; the second from its former proprietor, Kennecott Copper Corporation—a reproduction (in copper, of course) of Hayden's publicity in *Look* Magazine. At its banquet Hayden had "All-America Stew" and "Move-Ahead-With-Hayden Beans" on the menu.

Governors of five states attended award festivities. Governor Paul Fannin saw Phoenix and Hayden receive awards on successive days. League Council Member Ewart Goodwin conferred the award in Phoenix, while Mayor Jack Williams of newly crowned Phoenix did the honors for the League in Hayden.

President Eisenhower sent personal congratulations to the cities. In a typical telegram to Huntington, West Virginia, he said, "I am delighted to learn that Huntington has received one of the All-America Cities Awards. This award brings new honor to your city and recognizes those standards of citizenship

which make our country strong. Congratulations!"

Other League representatives who presented awards were Harry T. Ice in Bloomington, Indiana, February 14; Philip C. Ebeling in Columbus, Ohio, February 13; Earl Kribben and James C. Worthy jointly in Highland Park, Illinois, February 13; Richard S. Childs in Huntington, West Virginia, February 10, and Westport, Connecticut, February 27; James A. Singer, in Granite City, Illinois, February 21. Following his trip to Sheridan, Wyoming, February 12, Mr. Bryson presented the award to Leadville, Colorado, February 22.

Several cities plan year-long All-America Cities celebrations. Sheridan will focus each month on a phase of community life which made the award possible. August, for example, will be All-America Indian Days to point up good race relations developed in recent years. Hayden hopes through a variety of activities that by the year's end much of the old "griminess might have rubbed off and been replaced by an All-America polish." Highland Park plans an "All-America Cities Open House" in the local high school in March.

In Phoenix local buses are carrying red, white and blue All-America City decals. A large banner stretches across

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Mayor Jack Williams (center) of Phoenix, accepts award from Ewart W. Goodwin (left), League Council member, and Vernon C. Myers (right), publisher of "Look".



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Ethics Made Plain

WHEN a member of a city council appears before a city commission or department against the city's interests, he is undoubtedly as conscious of doing wrong as is the legislator who wins heavily at poker from a lobbyist.

But some consciences are sufficiently flexible to forget that "a public office is a public trust" and to be hospitable to the notion that because others have indulged in loose practices there should be a certain amount of tolerance.

Conflict of interest is a surprisingly difficult thing to define, especially in a period when stock ownership in companies which do business with governments is so widespread. A legitimate question might be raised, for example, as to whether a city councilman should divest himself of the stock of an automobile manufacturing company before he helps to decide whether a fleet of cars should be bought for the police.

That the public is still capable of being shocked by shady conduct, however, is demonstrated by the proposal by a committee of the city council of New York of a notably tough code of ethics "to curb the natural inclination to self-interest"

among all paid and unpaid officials and employees.¹

The proposed code comes about a year after several members of the city council resigned during an investigation of conflict-of-interest matters.

The code forbids not only the acceptance of gifts, loans or promises and the representation of private interests against the city or other public authorities in the New York area, but also forbids such activities for two years after the term of office or employment.

The proposal includes establishment of an unpaid board of ethics to render advisory opinions to officials and employees.

Publicity is a powerful deterrent, of course, as it was in the case of the councilmen who resigned; but the proposal goes all the way by suggesting harsh penalties, including dismissal from service and prosecution for misdemeanors.

It should not be necessary, of course, to spell out the differences between right and wrong which any eighth grader can see, but the increasing outcry against the conduct of public officials shows that it takes a sharp law to penetrate a thick skin.

What's a Vote Worth?

ONE OF the most commonly encountered results of the tremendous growth of cities is the increasing inequality of representation in legislatures, in county boards and

even in city councils which adhere to the ward system of election.

The Capital Times, a Madison, Wisconsin, newspaper, recently gave

¹ See also page 132, this issue.

its readers a good lesson in why it often takes a couple of city voters to equal the strength of one out on the farm or in the suburbs.

The newspaper, pointing out that Madison, the county seat, has two-thirds of the county's population but elects only 21 members to the Dane County Board of Supervisors, asked each of the 86 members of the board three questions:

1. Do you believe in representative government and democracy?
2. Do you think the county board should be reorganized to make it more representative?
3. (If answer to 2 is no) How do you square this answer with your statement that you believe in representative government?

The replies were illuminating, ranging all the way from one supervisor's who said he was in no mood to answer questions to suggestions that the city should be divorced from the county.

Advocates of city-county separation are as far behind the times in their thinking as an elected official who believes he is not obligated to answer questions on basic public policy, maybe more so.

A city the size of Madison (population about 100,000, not including

the usual fringe of large suburbs populated by people who earn their livings in the city) is irrevocably involved with a large surrounding area. Economically, socially and in many other ways there is an inescapable interdependence.

An emerging trend seems to be, as one supervisor smugly observed, the strengthening of county government and the diminishing of responsibilities of the local governments within the county; more explicitly, the rendering of services on a broader area-wide basis. But any such consolidation would fail of public acceptance and successful operation if it were to be accompanied by a preservation of glaring inequalities of representation.

As a matter of self-interest, suburbanites would be well advised to help set up a system of representation that will be fair today and sufficiently flexible to remain fair in the future. It is the suburbs that are experiencing the greatest growth.

A generation hence our metropolitan areas will be run quite differently from what they are today. They will have to be. The certain vast increase in population will be mostly within these areas. Horse-and-buggy thinking and methods simply will not work.

Next Question?

An editorial from the *Milwaukee Journal*, published in the December NATIONAL MUNICIPAL REVIEW, urged that city officials who take an oath to uphold the constitutions of

state and nation should also swear to uphold the city charter.

It is a pleasure to announce that this is being done—and only 90 miles west of Milwaukee in Madison.

Taxation Differentials

If type, quality and quantity of services rendered vary, should not rate of taxation be varied also?

By KENNETH C. TOLLENAAR*

CITIZENS, officials and students of government are beginning to respond to the call for "political invention" in urban areas made a few years ago by the Commission on Intergovernmental Relations. Among the new proposals for alleviating metropolitan and fringe problems is differential taxation—the authority, within a single governmental unit, to vary the rate of ad valorem taxation in accordance with services provided, land use or other criteria.

Oregon embraced this concept in a 1957 law (chapter 613), which permits cities to annex fringe areas with property taxes at less than the full city rate for a period of time up to ten years. Under the new law, city councils may frame annexation proposals so that levies to be made in annexed areas are limited to either a constant or changing ratio to the city levy. After acceptance by the annexed property owners or voters, city levies cannot exceed the specified ratio or ratios during the fiscal years covered by the proposal.

Tax differentials have been discussed for several years in Oregon. The 1951 legislature considered a bill calling for "limited annexation," but failed to pass it after the attor-

ney general expressed doubts as to its constitutionality. Under the 1951 bill areas could have been annexed to cities for specific services only; taxes would have been levied in such areas only for services provided.

Oregon's 1955-1957 Legislative Interim Committee on Local Government revived the idea of tax differentials after a thorough study of suburban problems. The committee observed that because of the scattering of urban development in modern urban areas suburban needs and desires for public services and controls "develop and are expressed one at a time." At any particular time, suburban communities are likely to define their problems only in terms of a single service need, such as water or fire protection. The committee noted that, in contrast, municipal annexation involves extending abruptly the full range of urban services and the full scope of municipal taxation. This "all-or-nothing" characteristic of annexation is unattractive to suburban communities interested only in a particular municipal service or services. The committee thus recommended tax and service differentials to make annexation more flexible, in the hope that it might take place at an earlier stage of urban development than now.

Oregon is the only state which permits annexation with tax differentials under the provisions of a general state law. The idea of tax differ-

* Mr. Tollenaar has been assistant director of the University of Oregon's Bureau of Municipal Research and Service, in charge of its Portland office, since 1953, except for two years when he served as executive secretary of the Oregon Joint Legislative Interim Committee on Local Government.

entials has been a feature of several recent local plans for metropolitan reorganization, however, and it has some precedents in action actually taken in the past.

The city-county charter proposed recently in the Albuquerque, New Mexico, area authorizes the governing body to divide the area into zones for tax purposes, based on services provided. The charter designates the properties in each zone as "subjects of the same class" in an apparent effort to simulate the language of the New Mexico constitution, which requires that "taxes levied upon tangible property shall be equal and uniform upon subjects of taxation of the same class."

The proposed city-county of Sacramento, California, as recommended by Public Administration Service, would be divided into a "metropolitan service area" and an "urban service area." The urban service area would receive the special services needed in densely populated settlements and would pay a higher tax rate than the county-wide metropolitan service area.

Nashville recently rejected a plan similar to Sacramento's. The Nashville plan, however, sought to conform nominally to the legal requirement of tax uniformity by calling its areas "districts" and by creating a special governing body for the sole function of levying taxes in the urban service district.

Basil Zimmer's recent proposal for the Flint, Michigan, area takes a different approach toward tax differentials. Instead of varying the tax rate he proposes to base assessed values partly on the services available to property. Properly adminis-

tered, the result would be the same as other forms of tax differentials.

Still other recent developments, including the Toledo charter amendment permitting annexation for non-school purposes only with a corresponding tax adjustment, reflect increasing interest in tax and service differentials. If the trend continues, credit for pioneering the idea may be due Dr. Thomas H. Reed's plan for consolidating the city of Baton Rouge and East Baton Rouge Parish, which was adopted in 1947. It will be recalled that the "rural," "urban" and "industrial" zones of the Baton Rouge city-parish pay different tax rates depending generally on services received.

* * *

Yet the idea of tax differentials, like everything else under the sun, is not new. An entire chapter was devoted to this subject in Studenski's *The Government of Metropolitan Areas in the United States*.¹ After reviewing the experiences of Baltimore, Philadelphia, Pittsburgh and St. Louis, Studenski concluded skeptically that "tax differentials are not justified by present conditions."

Have "conditions" now changed? Does the renewed interest in tax and service differentials¹ reflect problems unique to the age of freeways? Two basic questions about tax differentials must be answered: Are they desirable? If desirable, are they legal?

Tax differentials can be justified either on the ground that they represent an equitable adjustment to the facts of land use in modern urban areas or merely that they facilitate governmental integration.

¹ New York, National Municipal League, 1930.

Land use. Modern urban areas hardly resemble the uniform platted grids of an earlier day. Because of the dispersion made possible by automobiles and highways, small residential areas are interspersed with tracts of commercial and industrial development, all of which are shuffled together with agricultural lands, recreation areas and undeveloped areas. Even within the same category of land use, the density of development is likely to vary widely in different parts of the area. This diversity of urban development has important consequences for traditional concepts of governmental organization and tax uniformity.

Each type of urban land use generates its own peculiar demand for urban services. Residential areas require both services to property—streets, utilities, fire and police—and services to persons—education, welfare, health, recreation. Commercial and industrial areas need special services to property but require fewer services to persons than residential areas. Industries frequently provide for themselves some or all of the services to property provided ordinarily by public agencies. Finally, agricultural and undeveloped lands in urban areas require few or no direct services to either persons or property.

Different levels of urban services may also be required at different densities of development.² One ex-

ample is the adequacy of septic tanks in low density residential areas versus the need for a public sewage disposal system at higher densities. Other illustrations include the volunteer fire department, the twenty-foot surface-treated residential street and the absence of curbs and sidewalks frequently found in low density urban areas. Many suburbanites not only tolerate such deviations from big-city standards but believe they enhance the pleasant rusticity of their neighborhoods.

* * *

If the type, quality and quantity of urban services required varies with the type and density of land use, shouldn't the services be financed on some differentiated basis? Of course, some urban services are already financed by assessments or charges on the basis of benefit received or quantity used. Still others are financed from inter-governmental revenues, in which case the need for a *quid pro quo* between payment and benefit is not as urgent as in the case of locally financed services. But in spite of these exceptions, a case can be made for a greater differentiation of property taxation in accordance with the major differences in type and density of land use.

Facilitating governmental integra-

Chandler-Davis Publishing Company, 1957. The former study places some emphasis on the desirability of service differentials, while the latter merely uses such differentials as a variable in constructing its cost-revenue models. For a general summary of the effect of density on public service costs, see William H. Ludlow, "Urban Densities and Their Costs," in Coleman Woodbury (ed.), *Urban Redevelopment: Problems and Practices*, University of Chicago Press, 1953, pages 99-220.

² Two recent studies which have called attention to this fact are William W. C. Wheaton and Morton J. Schusheim, *The Cost of Municipal Services in Residential Areas*, Washington, D. C., Housing and Home Finance Agency, 1955, and Walter Isard and Robert E. Coughlin, *Municipal Costs and Revenues Resulting from Community Growth*, Wellesley, Massachusetts,

tion. Tax differentials may be not only equitable but also expedient. They offer a promising method of countering some of the arguments of those who oppose annexation, consolidation and other forms of urban governmental integration.

In the first place, there is always a time lag between formal approval of some proposal for integration and the actual extension of urban services. Water and sewer lines, fire stations, parks and other facilities cannot be built or re-built overnight. Nor can they usually be guaranteed by some definite deadline. Tax differentials offer one means of adjusting realistically to this fact, at least on a temporary basis until uniformity of service would justify uniformity of taxation.

Secondly, if central cities and metropolitan governments could use tax and service differentials, they could provide a smoother and more logical transfer of jurisdiction from special districts and suburban municipalities to the general local units. In many cases it may be more convenient administratively—and more expedient politically—to leave jurisdiction over certain services temporarily in the hands of the special districts or suburban municipalities which held it prior to some act of governmental integration. Fairness to existing suburban governments might also require such arrangements. Annexation or other forms of integration which split off parts of existing units may unduly hamper the financing or administration of services in the portion remaining independent.

Finally, tax and service differentials may offer a measure of general

incentive to those who oppose integration because of vague suspicions of the big city, emotional attachments to independent "identity," fear of change or general inertia. To be sure, there is evidence that people are willing to pay higher taxes to receive improved municipal services.³ Yet the prospect of a period of transition between suburban government and city or metropolitan government might well encourage the hesitant.

* * *

Even if it be determined that tax differentials are desirable, a question remains as to their legality. In general, tax uniformity is required both by the equal protection clause of the federal constitution and also by the privileges and immunities clauses of state constitutions. In addition, most state constitutions specifically require tax uniformity in terms similar to article I, section 32, of the Oregon constitution: "All taxation shall be uniform on the same class of subjects within the territorial limits of the authority levying the tax."

Can these constitutional requirements be satisfied by a property tax which varies according to the services provided, the type of land use, or merely the time of annexation, within the same levying unit? Orval Etter, in a recent article,⁴ reviews

³ Basil G. Zimmer and Amos H. Hawley, "Property Taxes and Solutions to Urban Fringe Problems," *Land Economics*, November 1956, pages 369-376. The authors find that "a reluctance to participate in a joint effort with the core city because of a fear of higher taxes pertains only to a small proportion of select fringe dwellers." Note, however, that Zimmer has advocated for the Flint area a differential in assessments based on services received. (*Supra*, page 119).

⁴ "Municipal Tax Differentials," *Oregon Law Review*, December 1957, pages 1-66.

the legal status of tax differentials and concludes that there are "many legal possibilities of tax differentials for newly annexed property and for property on the suburban fringes of cities." He warns, however, that the "adjudications are by no means unanimous in their reasoning or in their conclusions."

The key to judicial approval of the types of tax differentials discussed in this article would apparently be to establish that they constitute a reasonable classification of property for tax purposes. As Etter points out, "The courts accord the legislature an extraordinarily broad freedom to classify subjects for purposes of taxation." Courts have upheld several bases of classification for property tax differentials.⁵ Classification on the basis of benefits received has been an important justification for property tax differentials in newly annexed areas. Differential rates of taxation on property classified by its use or kind have also been upheld. Even "public policy" has afforded a judicially acceptable basis of classification in laws intended to encourage the development of forests and to advance home ownership.

Despite some favorable precedents, however, lawyers tend to view tax differentials with skepticism. Their status is similar to that of the progressive income tax 50 years ago. Whether they will ultimately receive widespread legal sanction remains to be seen.

The record of votes on annexation and metropolitan government indicates that, in general, residents of

suburban areas seem to prefer to remain outside central cities and metropolitan units. Unless suburban residents are completely irrational, it must be assumed that they see advantages in a system of overlapping special districts and small suburban municipalities.

* * *

One of the advantages of this suburban pattern is that urban services are financed, generally speaking, by those who receive them. It follows that those who prefer fewer services and lower costs may have them. Within limitations too numerous to consider here, this principle is widely regarded as equitable. However, it is next to impossible to apply it in modern urban areas—within which the number and types of urban services must vary widely—without either creating a multiplicity of local government units or violating the concept of tax uniformity.

John C. Bollens concluded in his recent study of special districts⁶ that we must abandon the suburban special district and rely on general local governments to meet modern urban needs. He warns, however, that: "General local governments . . . must be granted authorization to establish service and financing differentials, instead of being required to give reasonably uniform service uniformly financed throughout an entire jurisdiction." In other words, we should consider replacing our system of differential governments, uniform taxation, with one of uniform government, differential taxation.

⁵ See various cases cited in Etter, *ibid.*, pages 40-46.

⁶ *Special District Governments in the United States*. Berkeley, University of California Press, 1957.

Europe's Manager Plan

Five countries have 1,500 communities governed by elected councils and trained administrators.

By ORIN F. NOLTING*

THE council-manager system in Europe differs little from the system known in the United States and Canada. In Ireland, however, the council does not have a free hand in the selection and removal of the manager. In Germany he is appointed for a definite term of office. In general, the manager's control over personnel seems somewhat restricted. The annual budget is not always prepared by the manager. But these and other differences are to a large extent legal. In practice his duties and responsibilities are similar to those of his counterpart in North America.

Europe has nearly as many council-manager municipalities as the United States and Canada. The latest count shows that 1,543 cities, towns and counties in five European countries—Finland, Germany, Ireland, Norway and Sweden—have council-appointed chief administrators. This compares with 1,600 municipalities in the United States and Canada. These five European countries have 40 council-manager

cities with populations of 100,000 or more as compared with 35 such cities in the United States and Canada. The county manager plan is in effect in 67 counties in Germany, Ireland and Sweden that have populations of more than 100,000. In the 25,000-to-100,000 group are 124 cities and 95 counties.

The larger council-manager cities in Europe include several of more than 500,000: Cologne, Dortmund, Düsseldorf, Essen and Hanover, Germany; and Dublin, Ireland. Cities between 250,000 and 500,000 include Helsinki, Finland; Oslo, Norway; and Bochum, Duisburg, Gelsenkirchen and Wuppertal, Germany.

Germany has the largest number of council-manager municipalities, 1,263 found only in the states of North Rhine-Westphalia and Lower Saxony. They include 28 cities of more than 100,000; 36 of 40,000 to 100,000; and 61 between 20,000 and 40,000. The smaller places include 725 cities and towns of 3,000 to 20,000, and 294 jurisdictions (*amts*) of less than 3,000. In addition, 119 counties, ranging from 15,000 to 296,000, have managers.

Finland with 153 council-manager municipalities has the next largest number. All of the 67 cities and towns and 86, or 15 per cent, of all rural municipalities have managers. Only three cities have populations of more than 100,000—Helsinki,

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Turku and Tampere. Eleven are between 25,000 and 100,000 and the remaining 53, and all except one of the rural places, have less than 25,000.

Norway is third with 55 of its 64 cities having managers. Only two have populations of more than 100,000—Oslo with 451,000 and Bergen with 114,000. Three others have populations of 25,000 to 100,000, and the rest have less than 25,000. All cities of 10,000 or more are required to have administrators unless the council decides otherwise.

Sweden has 25 counties, all of which have managers. Only eleven of the 135 cities and towns have managers and their populations range from 17,000 to 75,000. All but one of the 25 counties have populations of 100,000 to 500,000. In addition six boroughs ranging from 7,000 to 22,000 have managers. Cities and towns are not within the jurisdiction of counties.

In Ireland all 26 counties and four city-counties have managers. The largest city-county is Dublin (522,000) and three have 25,000 to 75,000—Cork, Limerick and Waterford. The 26 counties range from 35,000 to 266,000.

The growth of the council-manager plan in Europe coincides with its development in the United States. In Germany after the end of the second world war the two states of North Rhine-Westphalia and Lower Saxony adopted a system of local government which combines some features of the town clerk system in British cities and the council-manager plan in the United States. The laws creating this plan became effective in 1946.

In Norway the national government until 1922 had direct administrative authority in municipalities, but it was not until 1938 that the position of municipal administrator was created. In Sweden a county first adopted the manager plan in 1917, the first city did so in 1920 and the first rural municipality in 1942. During this same period Finland, which became a sovereign state in 1917, passed a law creating "independent" municipalities which in 1927 were required to adopt the town manager plan. The position of manager, however, was not created until 1931. Rural municipalities in Finland did not appoint managers until 1950 and later.

* * *

When Ireland broke from Britain, first as the Irish Free State in 1922 and later with the establishment of the Republic, the Irish looked to the United States for ideas on local government and adopted the council-manager plan. Cork first experimented with the manager system in 1929, followed in the next ten years by Dublin, Limerick and Waterford. In 1942 the county manager plan was put into effect in all counties.

The system of local government in most countries in Europe is uniform on a national or statewide basis for all municipalities or for special categories of local governments. Cities and towns generally do not have a choice as to form. The council-manager plan, however, is optional for cities and towns in Sweden, for towns of less than 10,000 in Norway, and for rural municipalities in Finland.

All counties in three countries have managers: Ireland, Germany

(in two states) and Sweden. County jurisdiction does not extend to most cities over 40,000 in Germany and all cities and towns in Sweden. In the state of North Rhine-Westphalia, in Germany, counties are divided into jurisdictions (*amts*) each of which has from one to twenty villages of less than 3,000 population. Each *amt* has a manager and the smaller villages that join the *amt* district come under the administrative supervision of the *amt-direktor* whose duties are similar to those of the manager in the larger towns.

All local governments in Ireland are controlled by the national government's Department of Local Government, but laws passed in 1955 have tended to increase the authority and responsibility of the local councils. The council, for example, may require the manager to inform it of actions taken or being taken. While the manager has much executive responsibility, the council can deny funds and of course it determines policies.

The mayor of a council-manager city or county has no administrative duties. He is a member of the governing body which, as in the United States and Canada, is responsible for legislative as well as administrative actions. The mayor is selected by the council from its membership for a one- or two-year term. He presides at council meetings, represents the municipality in its external affairs and carries out other duties which are mainly ceremonial and social. Municipal policies and programs are seldom initiated by the mayor but rather by council committees, by the administrative com-

mittee of the council or by the administrator.

Local governing bodies are large and the number of members varies with the population. In Finland councils range in size from thirteen members in places of less than 1,000 up to 77 in cities over 400,000. In Sweden the governing bodies of cities and counties range from 25 to 70 and in Norway from thirteen to 85. The larger German cities have 60 or more councilmen.

Voters elect only members of the council. The mayor in the larger cities receives some pay but councilmen are unpaid. Councilmen are not called "officials." All officials and other administrative personnel are appointed. Councilmen are elected by list systems of proportional representation for four-year terms in Finland, Norway, and Sweden. Ireland elects its councilmen for three-year terms, using the Hare system of P. R. German city councils are elected for four-year terms.

* * *

Because of large councils the municipalities in some countries have an executive committee or board selected by the council. In Finnish cities the administrative board is headed by the manager. In Norway the board is composed of one-fourth of the councilmen. In Sweden the executive board consists of five to twelve members selected for four-year terms which do not coincide with the terms of the councilmen.

The executive board in Swedish cities supervises other council committees and is the general planning organ. The council normally cannot determine a policy before the executive board has had an opportunity

to examine the proposal. Councillors who are members of the executive board are paid a per diem of \$2 to \$4 while attending board sessions.

The duties and responsibilities of European managers are similar to those of managers in the United States and Canada. The position is one of great importance and most managers are career administrators. They have high personal qualifications and broad training and experience. The manager is the highest and most important administrative official. Managers of the larger cities and counties have had distinguished careers in government. By tradition they generally have legal training but more emphasis is now placed on other kinds of university education. The managers of the larger German cities usually have higher degrees in political economy and jurisprudence.

The manager is appointed by the council for an indefinite term except in Germany where the appointment is for twelve years. He need not be a resident. In Ireland managers are appointed by the council on the recommendation of the Local Appointments Commission, an independent statutory body created by the national government. The chief administrator in Finland and Ireland is referred to as the manager, in Norway as the municipal administrator and in Germany and Sweden as a city or county director, although the Germans prefer the term of manager.

The county manager in Ireland has the unique distinction of being the manager also for every borough, urban district, town and for every board and other joint body whose functional area is wholly within the

county. Where the area of a joint body extends into two or more counties the minister for local government decides which county manager shall administer that agency.

The manager has over-all responsibility for most municipal activities. This responsibility in some instances is shared with the administrative committee or board of the council. The manager usually prepares the agenda for the council meeting, prepares resolutions for council action, attends meetings of the council, participates in discussions, makes recommendations on matters of policy, carries out the actions of the council and makes reports.

Only the manager has direct access to the council as a whole. Department heads usually attend council meetings only when invited to do so. In Finland all reports and other matters that come before the council are prepared by the administrative board of which the manager is chairman.

* * *

In German cities the manager is required by law to object to what he believes are illegal actions of the council; if the manager and council cannot agree in such cases the state must decide. The manager is also obliged to participate in council committee meetings but usually delegates this to one of his assistants. He defends and explains actions of the department heads at council meetings. He keeps the mayor fully informed of all important municipal business.

The manager is responsible for the day-to-day supervision and direction of municipal affairs and coordinates the work of several departments.

Managers usually have an important role with respect to the mandatory functions imposed upon cities by national or state law. When such laws are enforced by local governments, cities are subject to state administrative supervision to insure compliance with the law. As in the United States and Canada the manager, as a professional official, does not make any public display of his political sympathies.

Department heads, in contrast to practice in the United States and Canada, are appointed by the council upon the recommendation of the manager. In practice the council generally makes no appointments without the recommendation of the manager. In Sweden department heads and other top administrative personnel are selected by the manager and appointed by the executive board of the council.

In Germany when a department head or other top administrative and technical official is to be appointed, the manager prepares a list of those qualified and recommends the person he thinks best suited for the position. This goes to the council personnel committee and the committee in turn presents its decision to the entire council for final action. Thus top officials are named, promoted and released on the basis of a council resolution, almost always on the recommendation of the manager. In practice the manager recommends and the council confirms appointments.

In all countries the council generally cannot infringe on the control of the manager over officials and employees. Officials and employees below the rank of department head

are selected by the manager or by the department head. All administrative officials are responsible to the manager and are supervised and directed by him. Department heads do not consider themselves responsible to the council. They are non-partisan and do not leave with changes in the political composition of the council.

* * *

The annual budget is prepared by the manager and is submitted to the council directly or through the executive board or committee of the council. In German cities the finance director under the supervision of the manager prepares budget estimates which he obtains with justifications from the department heads. The finance director reviews the estimates, discusses them with department heads, makes necessary changes in line with council policy and then goes over the estimates with the city manager after which the budget is put into final shape and presented to the council by the manager. The annual budget, together with the capital budget, is then published and after a public hearing the council takes final action.

To remove the manager from office is somewhat more difficult than in the United States and Canada. In Ireland the council may suspend the manager pending a hearing and may remove him from office with the consent of the minister for local government. In Norway the manager may be removed by the council at any time but the manager may appeal to the appropriate minister in the central government and the minister's decision is final. The manager

(Continued on page 153)

Getting a Good Council

Organized citizen effort is the key to finding qualified candidates and securing their election.

By ROY L. MILLER*

GETTING good citizens to run for positions on the city council is something that cannot safely be left to chance. It is a rare occasion when public-spirited men of ability and integrity will volunteer as candidates. This is particularly true in large cities where politics may be inclined to be messy; but it is also a problem common to all sizes.

The success of any form of municipal government, and that includes the council-manager plan, depends upon the quality of the men elected to the council. Therefore all who are devoted to the cause of good government are concerned with this basic problem.

The first question is: Should the city manager himself participate in the process of getting good men to run for the city council? I believe that he should never do so directly. In many communities no organized group comes forward to assist in this work and the manager may feel keenly both the desirability and even necessity of persuading some good citizens to run. If necessity requires some action on the part of the man-

ager, however, the most he should do is to plant the seed in the minds of responsible civic leaders with whom he can talk confidentially. This might include present members of his council in whom he has confidence. To go farther than this, however, inevitably will tie him into local politics and endanger not only his own position but the reputation of the council-manager plan itself.

One approach to getting good men on city councils is a practice that has had varying success in some communities. This is the process of screening candidates through civic groups which are organized primarily for broader purposes. Examples of this are the Leagues of Women Voters in many communities and such agencies as the Municipal League of Seattle, the Citizens League of Cleveland and the Citizens Union of New York. Three systems have been developed:

1. The Citizens Union of New York has adopted the plan of screening all candidates and then recommending to the public the man it feels well suited for the job. For him it uses the term "endorsed." Others may be rated as "qualified and preferred" or merely "qualified." The Citizens League of Cleveland uses the designations "preferred," "qualified" and "not recommended," leaving the listings of many candidates to speak for themselves.

2. A second system is that of the

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Municipal League of Seattle. This organization analyzes the background and experience of each candidate and comments on the apparent qualifications he has for the office—average, above average, superior or unsatisfactory.

3. A third approach is that used widely by the local Leagues of Women Voters, in which they send questionnaires to the candidates and from that and other information compile pertinent facts, which may be distributed to the voters directly or printed in the local newspapers. The league makes no effort to characterize the candidates but leaves it to each individual voter to draw his own conclusion upon the basis of the information given.

* * *

Another approach is the organization of a new political party which nominates its own candidates. The occasional "Fusion" movements in New York City are examples of this but in partisan elections it is no longer common.

Finally, let me turn to the problem raised where the election of councilmen is on a nonpartisan ballot. Here I am convinced that to get the best qualified citizens to run for the council what is needed is an active organization which will draft such individuals and give them the financial and moral support they need to wage a successful campaign.

One of the best examples of this device is the City Charter Committee of Cincinnati. What the committee gives to the voters of Cincinnati really is a bipartisan political party, for independent Republicans and the Democratic party of that city have until recently worked to-

gether on the municipal level,¹ although these same men may be opponents in state politics. The great example of this has been the leadership given to the Charter Committee by Charles P. Taft, who still has felt free to work actively in state politics in the ranks of the Republican party.

A unique feature of the Cincinnati City Charter Committee or "party," as it is called, is that it undertakes to maintain precinct organizations like those of the national parties.

Among other cities with nonpartisan elections Dayton, for example, exhibits a succession of temporary committees, self-renewing and without precinct organization, which focus the good government vote on selected candidates and conduct their campaigns. At last report the Dayton method had enjoyed unbroken success for 40 years.²

The experience of my own city, Des Moines, over the past eight years demonstrates forcefully both the good and the bad features of this type of approach to the problem.

In 1949 we waged a hectic but successful campaign to abandon the commission or Des Moines plan in favor of the council-manager plan. We had eleven months from the date of the charter election before the new charter would become effective, so there was plenty of time to act. Early in that period a leading citizen invited a small group of leaders—business, labor and church—to talk

¹ The Democratic party has voted to nominate its own slate for the 1959 councilmanic election.

² "It's a Habit Now in Dayton," by Richard S. Childs. NATIONAL MUNICIPAL REVIEW, September 1948.

over the problem of getting a good council to inaugurate the new plan. The group agreed that we should have an organization to recruit candidates and support them. It held several meetings before it called together a larger group, originally known as the Good Government Committee, and set it to work.

Many ideas were thrown into those preliminary discussions, some good and some bad. Most of the group agreed we should seek a well rounded council, representing all sections of the city and all economic and social groups. With only five councilmen that is a large order. But I was impressed by one discussion. Several times businessmen repeated that we must have a labor man on the council. Finally, one of the very good labor representatives sitting there spoke up and challenged this statement. He said that labor did not require a dues-paying member on the council. All it wanted was five good men whose honesty and integrity were recognized, so labor would know that if a problem important to labor came before the council it would be guaranteed a fair hearing. I don't claim that all labor leaders subscribe to this philosophy, but here was a man of stature among our labor leaders expressing what I am sure was a sincere point of view. And I also am convinced, for I have had many close contacts with labor, that the rank and file also would subscribe to this philosophy. Unfortunately for the future political development of the city, the businessmen did not accept this view.

Since the businessmen had been impressed with the yeoman services performed by the League of Women

Voters in the charter campaign, the Good Government Association also insisted that this balance of interests required the presence of a woman on the council. Similarly they insisted that we always have a representative from our east side, which is the older district but contains a minority of our voters.

* * *

In the first election of 1949 such a balanced ticket was recruited and elected. It included the state president of the AFL, an east side businessman and a woman, along with two prominent west side businessmen. In 1951 when the terms of two of the five councilmen were completed, the Good Government Association reelected the woman member for a four-year term and drafted another good east side businessman who was elected. In 1953, with three to be elected, the labor leader and one of the west side councilmen were reelected, along with another west side businessman. Thus for three elections the Good Government Association candidates won easily.

But then came 1955. By the luck of the overlapping terms, the woman member and the eastsider were the two whose terms expired and neither wanted to run again. Since these two positions, if the categories were to be retained, obviously were the weakest links in the chain of a balanced council, some urged the association board members to forget the idea of this balance and try to recruit two strong candidates. But they were loyal to their original concept—and were stuck with it. They did line up a fine woman and a sincere civic-minded young businessman

from the east side. But opponents of the manager plan capitalized on this, and other factors, and elected both of the new councilmen.

Although the combined vote for the two Good Government candidates was over 34,000, compared to 39,000 for their two opponents, the association decided it had been permanently discredited and in 1957 made no effort to take part in the campaign. Fortunately, a group of civic leaders persuaded candidates to file and raised campaign funds for them. Three civic-minded people were elected to again give the good government forces a majority on the council with no selfish objectives.

From this recital of the Des Moines experience, I should like to draw some conclusions.

First, organization is necessary if good candidates are to be persuaded to run. At best, campaigning for a council seat is an unpleasant experience in many cities, and citizens who are capable and willing to perform their civic duties as members of a council are entitled to help in running and financing a campaign. This organization should be set up formally and be broadly representative of the community. This takes both courage and responsible leadership. That appears to be where Des Moines failed. In the absence of such an organization, the civic leaders must still step in to perform the same service if good government is to be assured. While a formal organization will be the subject of sharpshooting, I am convinced it can sell itself and its candidates to the public if it develops a good public relations program. The sub rosa type of group, while more difficult to identify, could make this kind of

criticism even more unpleasant for its picked candidates.

Secondly, such an organization should devote itself exclusively to the task of persuading good candidates to run, but should not attempt to interfere with the independence of these councilmen after they are elected, or participate in their decisions. If other functions are to be performed by such an association, they should be limited to developing interest in good government in general or in manager cities to keeping the advantages of the council-manager plan before the citizens.

* * *

Third, leadership must be recruited where you find it. All other things being equal, a balance such as I have described would be desirable on a city council. But it must not be the primary goal, for adherence to it may be disastrous, as it certainly was for two years in the case of Des Moines. The average voter, if there is such a being, is interested primarily in one thing—good councilmen who will do an honest and impartial job of looking after the interests of all citizens. While small vocal minorities may protest, over the long haul the voter will respond to good leadership, regardless of where in the city he lives or of occupation or sex.

Thus if civic leaders will organize those forces in the community dedicated to good government, and will present to the voters men and women who will consent to run for the city council simply from a sense of duty and obligation, I am confident that in the ordinary course of events the voters will welcome the opportunity to choose such candidates to represent their interests.

News in Review

City, State and Nation

H. M. Olmsted, Editor

Legislative Reform Progresses in N. Y.

State Practices Tightened; Ethics Code Urged in City

BOTH in the state and in the city of New York the last two months have brought notable advances in standards for the conduct and employment practices of legislative bodies.

The state legislature on January 20 unanimously adopted new rules of procedure to tighten that body's practices as to employment and control of personnel and as to purchasing methods. The legislature had been subjected to much criticism in 1958, particularly by the New York *World-Telegram*, because of revelations of nepotism and other payroll padding, dual job-holding and the fact that some employees did no work or did not even appear at their supposed offices. Certain committee employees when interviewed did not know the committee they were assigned to. Payroll information was difficult to obtain, if not actually inaccessible.

A joint legislative committee, headed by Assemblyman Paul J. Talbot, was directed to study the legislature's payroll and personnel practices and early in January it issued a report with recommended rules to remedy the abuses. The committee had the aid of S. Stanley Kreutzer of New York City as special counsel, who drafted the new rules.

The rule changes provide for more complete and centralized payroll information, open to the press; greater responsibility on the part of legislative leaders for patronage appointments; restrictions on dual job-holding; the filing, within 30 days of appointment, of oaths of office and of affidavits giving names and addresses,

nature of position, compensation and term of employment, and stating whether the employee holds any other position with any state, municipal or federal agency, was ever removed from public employment or was ever convicted of a crime.

Employees of joint legislative committees—of which 38 are now in existence—and of temporary state commissions are placed under the same restrictions and regulations as direct employees of the legislature, and personnel and payroll data are to be available for inspection. Committee chairmen are required to verify that service has been rendered. Each such committee or commission is required to file an annual statement of its activities, fiscal operations and personnel.

The investigating committee also recommended a review of the legislature's purchasing methods and procedures, competitive bidding when practicable, and general conformity of prices with those established or paid by the State Division of Standards and Purchase.

The report of the committee states, in setting forth the new rules, "Neither the Congress of the U. S. nor any other legislative body, nor private industry, has ever made such comprehensive personnel information available."

Code of Ethics

As a result of disclosures in 1956 and 1957 that certain members of the New York City Council had been accepting pay from companies dealing with the city or benefiting from local legislation, a special committee, appointed in December 1957, has submitted a proposed code of ethics for all city officials and employees. This committee had as its special counsel S. Stanley Kreutzer, who later served the state legislative committee previously referred to. He had also held hearings as to the fitness of certain councilmen.

Two of the latter resigned before the council voted on their expulsion; another decided not to run for reelection.

The code was presented to the council on February 3 and has been made the subject of public hearings. Mayor Robert F. Wagner has announced his support. It is alleged to be the "toughest" such code in the country.

In general the code seeks to bar all elected and appointed city officials and employees, including unsalaried officials, from being concerned in business activities or investments in which the city has an interest or which would involve a conflict with official duties and obligations. They would be forbidden to represent private interests before city agencies or in the courts against the city's interest.

Councilmen would be required to disclose, on the official council record, any interest they have in any proposed legislation and other officials and employees are to disclose on official records any interest they have in any matter they may discuss before the council, the board of estimate or the mayor.

Long-standing provisions of the city charter prohibiting conflicts of interest have been clarified and strengthened by the committee. Violation of such charter provisions is punishable as a misdemeanor. The penalty for violating the code of ethics could be dismissal from service. The city comptroller could void any obligation or business transaction that violates the code.

A separate law would prohibit former officials from appearing before city agencies in matters in which they participated while in public office for a period of two years after leaving the service of the city.

A five-member board of ethics would be set up, composed of the corporation counsel, director of personnel and three public members appointed by the mayor, to serve for four years without compensation, to consider requests for clarification

with respect to undertakings that a city official or employee might be contemplating. Advisory opinions would be rendered, which could be made public after deletion of indications of the person involved.

Missouri Reorganization Proposals Reviewed

The Joint Committee on Reorganization, created by the Missouri legislature in 1957 to review the content and status of the recommendations of the prior State Reorganization Commission, made its final report to the legislature in January of this year. The commission had been appointed in 1953; it made its report, with 112 recommendations, on January 10, 1955 (see NATIONAL MUNICIPAL REVIEW, March 1955, page 144).

The joint committee reported that 58 of the commission's 112 recommendations had not been adopted or implemented in full. Upon reexamination, after public hearings at which state department and division heads and other interested persons and organizations gave their views, the committee proposed the prompt implementation of some fifteen of the fifty-eight remaining commission recommendations and further study of several.

Among remaining recommendations which the joint committee felt should be made effective are No. 73, that an administrative management unit be established as a section within the budget division, with a section head to be appointed by the division head with the approval of the governor; he should be trained in administrative management and procedures; No. 57, that a study be made to determine whether the numerous special funds maintained by the state—now over one hundred—should be consolidated; No. 91, that the state auditor prepare a uniform system for maintaining property records, to be inaugurated by department heads as soon as possible; and No. 21, that the Highway Commis-

sion authorize a survey of its accounting, auditing, property control and statistical systems.

Commission recommendations which the joint committee did not favor included No. 5, that the director of the Department of Commerce be made directly responsible for the administrative work of all the operating divisions of that department with power to appoint division heads; No. 25, that the three divisions of the Department of Public Health and Welfare be integrated into a functional department, with appointment of division heads by the department head; No. 63, that the object classification used for budget purposes be discontinued and that the state auditor, in cooperation with the comptroller, prescribe a more informative classification to be used by all departments; No. 74, that the Division of Personnel be authorized by law to formulate and submit to the legislature a comprehensive position classification schedule, pay plan and vacation and sick-leave policy, other than for positions already in the merit system (and certain other exceptions); and No. 77, that it make continuous checks on position classification in the merit system and develop an in-service training program.

Several recommendations concerning reports and records were deemed to require more data and study.

The joint committee, which held its first meeting on October 1, 1957, consisted of four senators and four representatives. The commission was comprised of four senators, four representatives and four appointees of the governor, with a staff that conducted surveys throughout the year 1954.

Executive Organization Proposed for Alaska

Plans for the organizational setup of the executive branch of the new state of Alaska were outlined to the legislature on January 30 by the acting governor,

Secretary of State Hugh J. Wade, in lieu of Governor William A. Egan, who was hospitalized. They are the only elected executive officers.

Mr. Wade stated that an administration bill would seek to create fifteen departments to replace a territorial hodgepodge of more than fifty boards, commissions and federal agencies. The departments would be administration, law, revenue, education, health and welfare, labor, commerce, employment security, military affairs, public works, public safety, local government, fish and game, licenses, and natural resources.

It was proposed that upon approval of such a framework the departments would be staffed and their functions spelled out by executive order.

The recommendations were based in part on advisory reports prepared by Public Administration Service and also on conferences with territorial department heads.

It was suggested that the legislature establish a Supreme Court, with authority to draft a state judicial code, before attempting to create a complete new court system.

Amendments Adopted in Maryland, South Dakota

Six constitutional amendments were adopted at the November 1958 election in Maryland and South Dakota, according to *State Government News*, in addition to amendments previously reported herein for other states.

In Maryland one amendment abolishes the office of state librarian at the end of the present incumbent's term. Another provides that a vacancy in the state attorney's office in any county shall be filled by the circuit judge or judges residing therein, except that in the city of Baltimore such vacancy shall be filled by the Supreme Court. The third permits the compensation of any public officer in Baltimore appointed by the mayor and

city council to be increased or decreased during his term. Elsewhere this is not permitted.

In South Dakota the line of succession to the governorship is lengthened by one amendment adding the speaker of the House, the president pro tem of the Senate and the speaker pro tem of the House. Another exempts from taxation land acquired exclusively for public highways. The third provides that persons who move from a county or precinct retain voting privileges therein until they have met the residence requirements of the new location.

New York Constitution Commission Reinstated

Studies directed toward the revision and simplification of the New York State constitution are to continue under a commission established on January 27 by action of the legislature and Governor Nelson Rockefeller. Such a commission existed in 1957 but, after a proposal to call a constitutional convention, vigorously opposed by Republican leaders, was defeated in the November 1957 election, Governor Averell Harriman declined to join the legislature in continuing it. Thereupon the legislature set up a corresponding joint legislative committee, not requiring gubernatorial approval. Both the commission and the committee were headed by Mr. Rockefeller.

The new commission retains the form of organization of the predecessor bodies, with five members appointed by the governor, five by the temporary president of the Senate and five by the speaker of the Assembly. The three appointing officers are now all Republicans.

Limited Constitution Convention in Tennessee

As called for by referendum election last November, a limited constitutional convention will be held in Tennessee

beginning July 21. The topics are restricted substantially to reduction of the minimum voting age to eighteen and to fixing the terms for county trustees and sheriffs.

Rhode Island Governor For Short Ballot

In his first announcements on governmental structure in Rhode Island, newly elected Governor Christopher Del Sesto advocated adoption of constitutional amendments to lengthen the governor's term from two years to four, link the election of governor and lieutenant governor and make the offices of secretary of state, treasurer and attorney general subject to appointment by the governor rather than to election. He said he anticipated no personal benefit from such changes as he expected to be out of office before they could be incorporated in the constitution.

He has also proposed legislation for the extension of broad home rule powers to cities and towns that prefer not to adopt new charters; to increase legislators' pay from \$5 to \$25 per day; and to create a legislative council to provide legal and fiscal information and assistance to the legislature. Measures similar to the latter two have also been introduced in the legislature by his Democratic opponents.

Institute for Legislators Held in Georgia

A highly successful institute for legislators was held on the campus of the University of Georgia in Athens for three days in December 1958. It was attended by 187 members of the General Assembly, who received intensive instruction on legislative procedure and other matters of special interest to legislators.

The university, through its Institute of Law and Government and its Center for Continuing Education, bore the expense of arranging for and conducting the institute. This included publication

and distribution of a 140-page *Handbook for Legislators*, prepared by Perry Sentell, a permanent member of the staff of the Institute of Law and Government.

Members of the legislature were housed and fed in the Center for Continuing Education; they paid their own expenses otherwise. All meetings of the institute were held there. The facilities of this new building, including an auditorium and numerous modern conference rooms, aided in making the conference a success.

The morning of the first day of the institute was used for introductory remarks and addresses on various broad subjects. In the afternoon the legislators were divided into five groups to discuss "How a Bill Becomes a Law." Faculty members from the Law School and the Department of Political Science of the university served as discussion leaders for these panels.

Other participants included the governor-elect and lieutenant governor-elect, speaker of the House of Representatives, floor leaders of both the House and Senate, attorney general, and state auditor. Copies of the full program may be secured from the Institute of Law and Government, University of Georgia, Athens.

ALBERT B. SAYE

University of Georgia

Missouri Governor Seeks Reorganization Plan

In his biennial message to the Missouri legislature on January 7, Governor James T. Blair, Jr., asked for the enactment of a bill under which the governor, within 30 days of any regular session, may submit to both houses of the legislature one or more formal plans of reorganization of the executive agencies of the state. Unless one or both houses disapprove the plan within 60 days, it would become effective by executive order 90 days after the session. He pointed out

that such a procedure is in use in the federal government and that it is also included in the *Model State Constitution* of the National Municipal League. It could be installed in Missouri by statute without amending the state constitution.

Governor Urges End of 56 Connecticut Agencies

A sweeping reorganization of Connecticut state government was urged by Governor Abraham A. Ribicoff in the inaugural address for his second four-year term. He said that the existing 124 separate budgeted agencies—departments, commissions, etc.—"constitute an unwieldy structure which we can, by judicious and common-sense trimming and regrouping, convert into a practical businesslike organization." He proposed a rearrangement into 68 agencies—a reduction of 56.

The governor also called for the abolition of county government, which he said has outlived its usefulness, and the assignment of its functions to various state agencies.

Simplification and improvement of the system of minor courts was another aspect of proposed reorganization. Connecticut has 65 communities with courts administered by part-time judges appointed by the governor with legislative confirmation. Another 104 communities, mostly small, have trial justices appointed by the town selectmen. Governor Ribicoff would replace these by a reconstituted common pleas court, with full-time qualified judges appointed by him and assigned by the state's chief justice to various areas according to case loads. He promised that he would appoint the judges equally from the two political parties. It is expected there would be about 40.

The Connecticut legislature, for the first time since 1876, is controlled by Democrats in both houses. The governor is also a Democrat.

Trying to Get in Step

The Minnesota legislature has been requested to bring the state up to date. The state's constitution provides that women cannot vote, though actually they have been voting since the federal constitution was amended to give them suffrage. Repeal of the state constitutional ban was proposed in a bill introduced in the Senate on February 2.

Council-Manager Plan Developments

The International City Managers' Association has added 77 communities to its council-manager directory in 1958. Included are the following not already mentioned in the REVIEW: SOUTH GATE, CALIFORNIA, (1950 population 51,116); AUBURN (12,939) and SCOTTSDALE (2,032), ALABAMA; GONZALES, TEXAS, (5,659); and REED CITY, MICHIGAN, (2,241). The association removed 26 cities from its directory for various reasons. The total number of communities using the council-manager plan is 1,601.

DEL CITY, OKLAHOMA, a suburb of Oklahoma City with an estimated population of about 12,000, adopted a council-manager charter by a vote of 443 to 44 on January 13, 1959; it will take effect as soon as approved by the governor of the state. It provides for a council of five members, four elected by wards and one at large, the latter also to be the mayor. One charter provision seeks to prohibit annexation by any other city, or absorption into a city-county government, except on a majority vote at an election on the question.

WALNUT, CALIFORNIA, a new city in Los Angeles County, had its first council meeting on January 19, at which time

the position of city manager was established.

The town of AVON, CONNECTICUT, has adopted a modified form of council-manager government by a vote of 619 to 188. It has a population of about 4,400. The manager has the title of chief administrative officer. The board of selectmen also appoints the town clerk, tax collector, zoning board of appeals and board of tax review, and passes upon the manager's appointments.

The city council of MORGAN HILL, CALIFORNIA, (1,627) adopted an ordinance in December calling for employment of a city manager.

* * *

The town of FALMOUTH, MAINE, defeated a proposal to employ a manager by a vote of 564 to 472 on December 13, while establishing a committee to prepare a new charter for submission to the 1961 legislature.

BERWICK, MAINE, voted 620 to 128 to retain the manager plan, at a special town meeting on December 20. The plan was adopted in 1949.

A special committee has filed a report with the board of selectmen of GREENFIELD, MASSACHUSETTS, recommending adoption of the town manager form of government.

The NORWALK, CONNECTICUT, Charter Revision Commission voted eight to six on January 29 to recommend to the city council the strong-mayor form of government with a council of nine elected at large. Several votes were required before reaching a decision for the strong-mayor rather than the council-manager plan.

CANTON, NORTH CAROLINA, is expected to vote in March on the question of adopting the council-manager plan, which is supported by Mayor Bruce Nanney and several councilmen.

The council-manager plan is advocated for NORTH CHARLESTON, SOUTH CAROLINA, by people active in a movement for incorporation of the area as a city.

In CHARLESTON, SOUTH CAROLINA, Mayor Morrison, although not an advocate of the council-manager plan, has proposed a referendum vote, after the June 9 city primary election, on the question of adopting the plan.

In HOMESTEAD, FLORIDA, Mayor Tom Harris has recommended that the council call an election to amend the charter so as to provide a commission-manager plan. The mayor would no longer have control of the police as at present under the city's modified manager plan. The council took the proposal under study.

Voters of SKOKIE, ILLINOIS, which has had village manager government since 1957, turned down a proposal to become a city continuing the council-manager plan.

Petitions have been circulated in EVANSTON, ILLINOIS, calling for a referendum on abandoning the manager plan.

HIGHLAND PARK, ILLINOIS, will vote April 21 on adoption of council-manager government.

In PRINCETON, ILLINOIS, which voted in favor of the council-manager plan in 1955, the city attorney is preparing a manager ordinance for possible action by the city council, which holds office until May 1, 1959.

WOOD RIVER, ILLINOIS, which has had the council-manager plan since 1953, will vote on the question of its retention on April 21, when two new councilmen are to be elected.

Petitions have been filed in SIKESTON, MISSOURI, calling for a vote on adopting the council-manager plan.

The city council of LEWISTON, IDAHO, has asked the state legislature to permit the city to adopt the council-manager plan by charter amendment, with a provision for possible abandonment after two years, instead of by general law which requires retention for at least six years. Adoption by general law was rejected in Lewiston five years ago by a close vote.

In SAN JOSE, CALIFORNIA, where a

council-manager charter was adopted in 1916, the city council has appointed a committee of 30 to undertake a complete revision and modernization of the charter.

The city council of EUREKA, CALIFORNIA, has approved a 10,000-word ordinance which provides a new city charter calling for the council-manager plan. It is scheduled for submission to popular vote on March 5.

TACOMA, WASHINGTON, adopted two proposed amendments to its council-manager charter in a referendum held November 11. One calls for election of the mayor directly by the voters rather than by the council from among its own members; the other provides that councilmanic candidates run for numbered positions on the ballot.

Cincinnati University Trains City Administrators

At the request of the city of Cincinnati, the College of Business Administration, University of Cincinnati, opened a management development program for city personnel on January 13, to continue through April 2 with meetings on the campus Tuesday and Thursday afternoons. Enrolled in the course are 25 trainees selected by the city and two from the university.

City Manager C. A. Harrell pointed out, "As city management becomes more complex, the task of planning, organizing and directing becomes more important. Our key employees are very competent in their technical fields. But we need to develop their abilities as managers so they can cope with their growing management problems. The university, with its trained business administration staff, is well equipped to help us meet this need."

Dr. Kenneth Wilson is dean of the college and Dr. Freeman F. Suagee, UC professor of economics, is coordinator for the program.

(Continued on page 166)

Metropolitan Government*William N. Cassella, Jr., Editor*

Plan Proposed For Richmond Area

PAS Report Calls for Three-Step Approach

ADJUSTMENTS in the pattern of local government in the Richmond, Virginia, area are recommended in a three-step plan prepared by Public Administration Service.¹ The report containing these recommendations was submitted to the Richmond Regional Planning and Economic Development Commission, which had engaged PAS in July 1958 to study the three governments represented on the commission—the city of Richmond² and Henrico and Chesterfield Counties.

"Orderly development of the Richmond region and the capital area through effective government is dependent on maximum cooperation and coordination," says the report. "Experience has shown, however, that these essential ingredients cannot be depended upon alone to accomplish a task so complex and that more comprehensive action, based upon a firm legal foundation, is necessary. At the same time, recognition must be given to the need for maintaining the responsiveness of local government to the people it serves and for avoiding undue complexity in governmental structure."

To meet this need PAS proposed "a plan for consolidation of two governments in the region, for improvement in the governmental structure of the remaining

county, for attainment of improved effectiveness in regional planning and development control, for coordination of economic development and transportation services, and for bringing the jurisdictions of the capital area closer together in their common interests."

Step One of the plan calls for consolidating the governments of Henrico County and the city of Richmond. Compelling reasons why these two jurisdictions should combine their resources were listed as follows:

"(1) They have a common heritage, common interests and the same basic economy; (2) They use the same source of water supply and their water distribution systems are closely tied together; (3) They are in the same general drainage basin so that sewage collection and disposal can logically be accomplished by a common system; (4) Both have administrative offices and court facilities within a short distance of one another, inside the city of Richmond;

"(5) The city-owned and operated airport which serves the entire region is located in the county; (6) Both have road and street maintenance organizations which could readily be combined to mutual advantage; . . . (7) The boundary line between them is so irregular and complex that it often confuses even veteran service personnel of both jurisdictions.

"One governing body, one court system and one executive branch for the provision of governmental services for the two jurisdictions, encompassing a land area of about 270 square miles and having a population of about 340,000 (expected to increase by 1980 to about 500,000), would be both logical and economical. . . .

"There are not comparably compelling reasons why Chesterfield County should be as closely allied as Henrico with the

¹ *A Plan of Government for the Richmond Region—A Survey Report*. Chicago, Public Administration Service, 1959, 94 pages.

² A Virginia city is not a part of any county. In the past Richmond has annexed portions of Henrico and Chesterfield Counties.

central city. It is true that the residents of the city and the county have a common heritage and many common interests, but Chesterfield County:

"(1) Is relatively independent as regards water supply, although it depends to a limited extent on Colonial Heights and Petersburg and to a lesser degree on Richmond; (2) Is not generally in the watershed which can be served readily by Richmond's new sewage treatment plant (although a portion of it is in that service area); (3) Has a new administration building and other court and related facilities, valued at about \$1 million, located in the county some distance from the city; (4) Has a boundary line with Richmond which is generally clearly defined by the James River and the Atlantic Coast Line Railroad;

"(5) Has a well balanced tax base, with a good industrial core; (6) Does not maintain any of its own thoroughfares; (7) Has steadfastly followed an independent course of development; (8) Provides minimum services at low cost, in keeping with the apparent preferences of its citizens; and (9) Has many strong ties with the tri-city area to the south as well as with Henrico County and Richmond to the north.

"However, with a current population of 65,000 and an anticipated population approaching 100,000 by 1965-1970, Chesterfield County should gear itself governmentally to meet its present problems and those which its role in the future of this area implies. Its basic needs are a consolidated department of finance and an organization more readily controlled by the governing body through a chief executive that it appoints."

As *Step Two* the plan recommends that "Chesterfield County adopt the county manager or county executive form of government permitted by statute.³ . . .

"Consolidation of Henrico County and Richmond will simplify future regional

relationships, since only two jurisdictions will be principally involved: Chesterfield County and the enlarged city. The merger may well result in a danger to Chesterfield County, however, for more rigid development controls in the combined city area may cause a surge of residential development in Chesterfield County which would overtax its capacity for service.

"As a means of counteracting this possible effect and of bringing about orderly development on a planned basis throughout the region, it is recommended as *Step Three* that:

* * *

"(1) There be established a joint county-city planning commission and staff to serve both Chesterfield County and the city.

"(2) There be adopted uniform county and city ordinances relating to building construction, plumbing, electrical, heating (including boilers), and air conditioning installations, air pollution and weights and measures.

"(3) There be joint administration of these control regulations, to be accomplished by contractual or other arrangements.

"It is further recommended that the joint planning commission give special attention to regional aspects of transportation and industrial development. The arrangements that have been outlined above would minimize the likelihood of future annexations of Chesterfield County territory by the city and would result in well planned and uniformly controlled development throughout the region. . . .

"If the proposals set forth above are followed, there will be operating side by side an enlarged city of Richmond and Chesterfield County. They will join in planning, zoning and subdivision control, building control and the other common regulatory services outlined above.

"Under these conditions it is obviously imperative that the city and Chesterfield County follow policies of active coopera-

³ Virginia Optional Forms, Act of 1932.

tion, with the common goal of community prosperity and well being. Cooperation should extend also to the broader capital area, made up of neighboring counties and cities. It would be highly desirable to invite officials of these neighboring jurisdictions to participate in meetings of the joint planning commission when matters of mutual interest are to be discussed."

Implementation of the plan will in the first instance require concurrence in the recommendations by the Regional Planning Commission and the governing bodies and chief executives of the three jurisdictions involved. It was pointed out, however, that the "plan will not be successful unless an informed public understands it and favors it."

* * *

As far as implementation procedure is concerned Virginia law offers several courses which might be taken to bring about the consolidation of Richmond and Henrico County. PAS made no specific procedure recommendation, except to note that certain amendments to the Richmond charter by the General Assembly would be required if any of the following procedures were followed:

"(1) Richmond could annex the whole of Henrico County in an uncontested action agreed to by the Henrico board of supervisors. This course is of doubtful desirability in view of the stigma attached to annexation in the region and the fact that the residents of the two jurisdictions would not have a vote in the matter (although they could be heard in court).

"(2) The General Assembly could be asked to pass special general legislation permitting the action upon approval by a referendum vote held in both jurisdictions. . . .

"(3) The legislature could be asked to pass general permissive legislation allowing adjacent counties and cities of all sizes to consolidate."

Among the charter changes which

would be necessary for the consolidated city would be adjustment in the size of the governing body, merger of the administrative organizations of the present city and Henrico County, and provision of an equitable pattern of tax assessment and service charges throughout the consolidated area. In the development of the revenue system recognition must be given to service differentials. Ordinances of both jurisdictions would remain in effect during a predetermined transitional period and organizational adjustments made gradually so as "to minimize disruption of service."

A consolidation agreement would have to cover assumption of the combined debt by the new jurisdiction, utilization and disposition of administrative facilities, as well as insurance of job security, details of organizational merger, and the charter amendments. In addition, state action adjusting state-aid formulas so that they would not penalize the consolidated jurisdiction, is necessary.

In addition to the presentation of the recommended plan, the report analyzes regional characteristics and development, governmental services and problems, and approaches to the solution of regional problems.

The PAS report concludes: "By pooling their resources in one government, the citizens of Henrico County and Richmond City are not creating a super-jurisdiction but are making a timely and logical combination of two well run legislative and management teams for the more effective development of their common resources and facilities. . . . Chesterfield County should be geared to cope with developments within its borders and generally to retain its separate and independent identity. . . . Supergovernments will be avoided through the proposed plan and local government will be kept as close to the people as is feasible in a growing urban community such as exists in the Richmond region."

St. Louis Freeholders To Consider Two Plans

Two plans for metropolitan coordination are being prepared by subcommittees and the legal counsel of the St. Louis City-St. Louis County Board of Freeholders. The two plans to be considered by the nineteen-member board follow two of the four alternatives available under the Missouri constitution. One will propose creation of a "municipal county" which will "consolidate the territories and governments of the city and county into one political subdivision under the municipal government of the city of St. Louis." The other will propose creation of a metropolitan district "for the functional administration of services common to the area."

The freeholders have been almost evenly divided in their support of the two plans, although a slight preference has been indicated for consolidation. A final determination will not be made until after the legal texts have been completed and further hearings are held to obtain public reaction to the alternative proposals.

The Metropolitan St. Louis Survey, which completed its studies in 1957, recommended establishment of a metropolitan district. There has been indication of both strong support and strong opposition to each of the plans under discussion. A number of thorny legal questions are being explored by the board's legal counsel. Public Administration Service of Chicago has been engaged to study certain aspects of city-county coordination plans including analysis of a number of financial questions. Under the state constitution the board of freeholders must make its final report to the people of the city and county in May 1959.

Interstate Air Pollution District Proposed

Proposed legislation for the abatement and control of air pollution in the New York metropolitan area was submitted in

January to the governors and legislatures of New York and New Jersey by the Interstate Sanitation Commission.¹

In February 1958 the Interstate Sanitation Commission made the following recommendations based upon a study of the interstate aspects of air pollution: "(1) That an interstate instrumentality, employing the administrative practices followed by the Interstate Sanitation Commission in the abatement of interstate water pollution, be established to deal with the problems of air pollution; (2) that action be taken to enable the Interstate Sanitation Commission to continue until February 1, 1959, that phase of the study which calls for the drafting of proposed legislation, in order to afford opportunity to interested agencies to express their views on the form which legislation to control interstate pollution should take."²

The proposed legislation calls for creation of an interstate air pollution control district to be administered by the Interstate Sanitation Commission. The district would include Bergen, Essex, Hudson, Middlesex, Passaic and Union Counties in New Jersey; and the city of New York, Westchester, Nassau and Suffolk Counties in New York, as well as any waters within or constituting the boundaries of any of these units. The draft of the interstate compact indicates that it would initially constitute an agreement between New York and New Jersey with the possibility of Connecticut joining in the agreement. Whenever Connecticut joins, the area in that state to be included in the district will be designated.

¹ *Smoke and Air Pollution—Proposed Interstate Air Pollution Control Legislation*. Supplemental Report by the Interstate Sanitation Commission of New York, New Jersey, Connecticut. New York 19, January 1959, 7 pages.

² *Smoke and Air Pollution—Summary and Recommendations*. A Report by the Interstate Sanitation Commission of New York, New Jersey, Connecticut. New York 19, February 1958, 16 pages.

The commission's powers will range from collection and dissemination of information on air pollution prevention and control to the development of standards governing the discharge of air contaminants, promulgation of rules and regulations and bringing action in the courts to compel their enforcement.

Dade County Appoints Advisory Plan Board

With the appointment of an eleven-member Planning Advisory Board another step has been taken in the implementation of the metropolitan charter of Dade County, Florida. Each of the county's eleven commissioners nominated one member of the board.

The planning board is charged with adoption of a "master plan" for the development of Dade County. This will involve "a coordinated, uniform plan for land use, traffic circulation and roads, public utilities, transportation, and public facilities such as schools, parks and playgrounds." The metropolitan county com-

mission may disapprove parts of the plan and send it back to the planning board to be reworked.

Dayton Metro Group Issues Bulletin

A periodic information bulletin, *Metro Reporter*, is being published by Metropolitan Community Studies, Inc., of Dayton, Ohio. The bulletin contains facts about the governments and economic life of the Dayton area and the work of this new citizens' research organization, which was established last year to conduct a series of studies of metropolitan Dayton.

The first two issues of *Metro Reporter* were devoted principally to a description of the purpose and work of Metropolitan Community Studies, Inc., and a summary of the cost of local government in the area. The third issue contains a summary of population growth in metropolitan Dayton.

Kentucky Committee Assists Study of Metro Problems

A nineteen-member advisory committee has been appointed by Lieutenant Governor Harry Lee Waterfield, chairman of the Kentucky Legislative Research Commission to assist in its study of metropolitan government. The committee members represent various interest groups and have wide experience in municipal and county government. The Research Commission, ordered to make the study by the 1958 legislature, must report in 1960 on its investigations of the "problems connected with metropolitan areas, with the view of determining generally the advisability of amending the constitution of the commonwealth of Kentucky in order to provide for the establishment of a form of 'metropolitan government.'"

Among topics under study are annexation, merger of cities, city-county consolidation, metropolitan "federalism" and special districts.

Metropolitan Charter Vote Set

April 9 has been set for the referendum on the metropolitan government charter for Knoxville and Knox County, Tennessee. The charter providing for the consolidation of the two jurisdictions was drafted by a ten-member commission.¹ It will become effective if it receives concurrent majorities of those voting on the question inside the city of Knoxville and of those voting in the county outside the city.

¹ See NATIONAL MUNICIPAL REVIEW, December 1958, page 572.

Proportional Representation

George H. Hallett, Jr.,
and Wm. Redin Woodward, Editors

Australia Elects Senate by P. R.

House Members Chosen By Hare Majority Vote

AUSTRALIA'S fifth election by proportional representation to choose its federal Senate was held November 22, 1958.¹ Both as to the number of votes recorded—over five million—and area covered by the elections, this use of P. R. is the largest application of the Hare system so far in the world. The change to P. R. from the former system of preferential voting was made in 1948.

Held simultaneously with the Senate elections were contests to choose 122 members² of the House of Representatives, which is elected by the alternative vote system from single-member districts.³ Where P. R. is not used in Australia, the alternative vote is the norm. Little support is found for plurality voting.

Voting highly effective. Because the P. R. and single-member systems operate side by side, on the same day and under the same conditions with the same electorate, telling contrasts are revealed in the results of the two methods. For instance, the P. R. returns show a remarkably high voting effectiveness, in

contrast to the characteristically poor record of the single-member system, as seen in Table I. In the single-member contests in the states of Victoria and Western Australia, for example, 49 per cent of the electors expressed first choices for defeated candidates and only 51 per cent for successful ones. Yet, in the P. R. elections of these states, 86 and 90 per cent of the voters, respectively, cast first choices for winning senators.

On a nation-wide basis, 87 per cent saw their first choice elected as senator, while only 55 per cent of the same voters were successful in electing their first choice candidate to the House of Representatives.

The extent to which an electoral system reflects the will of the voters is measured by the degree of voting effectiveness. With P. R. the effectiveness is high; with the single-member or other non-proportional systems it generally is low. Low effectiveness in the voting for the Senate in pre-P. R. years showed itself in dramatic, though painfully ludicrous, consequences. One party normally obtained almost all the seats and at some elections every one. This monopoly of representation by one party, combined with drastic fluctuations in Senate personnel, were features which P. R. has eliminated.

Closer proportionality. The success of an electoral system is judged also by the degree of correlation which it establishes between the size of the popular vote given to political parties and the number of seats obtained by them. As could be expected, the P. R. system established reasonable correlation between votes and seats in the Senate, but the single-member system produced widely distorted vote-seat ratios in the House of Representatives, as seen in Table II.

With 46 per cent of the total national

¹ Each of Australia's six states is represented in Parliament by ten senators, who normally serve for six years in overlapping terms. Usually each state elects five senators every three years; but this time there were six Senate seats to fill in New South Wales and Victoria because of extraordinary vacancies.

² Two additional members represent the Australian Capital Territory and the Northern Territory; they have only limited voting rights.

³ See footnote (c), Table I.

TABLE I
 AUSTRALIAN NATIONAL ELECTIONS, NOVEMBER 22, 1958
 Comparison of Voting Effectiveness for Senate and House of Representatives
 (In votes and percentages on basis of first preference votes)^a

Figures in Heavy Type Are Percentages

| States | SENATE (P. R.) ^b | | HOUSE OF REPRESENTATIVES (Single-Member System with Alternative Vote) ^c | |
|-------------------|--|---|--|---|
| | Votes Received by Winning Candidates | Votes Received by Losing Candidates | Votes Received by Winning Candidates | Votes Received by Losing Candidates |
| New South Wales | 1,510,735 87.8 | 209,559 12.2 | 1,117,239 58.5 | 792,842 41.5 |
| Victoria | 1,114,879 85.9 | 183,208 14.1 | 717,641 51.1 | 687,748 48.9 |
| Queensland | 604,419 87.4 | 87,093 12.6 | 377,489 52.3 | 344,922 47.7 |
| South Australia | 396,453 90.7 | 40,702 9.3 | 265,868 58.0 | 192,345 42.0 |
| Western Australia | 280,441 89.8 | 31,930 10.2 | 170,281 51.2 | 162,189 48.7 |
| Tasmania | 125,193 82.0 | 27,447 18.0 | 88,649 53.8 | 76,257 46.2 |
| Totals | 4,032,120 87.4 | 579,939 12.6 | 2,737,167 54.8 | 2,256,303 45.2 |

^a Computations for Tables I and II based on final valid votes supplied by the Chief Electoral Officer, Commonwealth of Australia. Votes cited in text also refer to first preference ones.

^b Hare system of P. R. See footnote 1.

^c The alternative vote system, known in Australia merely as "preferential voting," is the single transferable vote system of majority preferential voting—the Hare system applied to the election of one.

vote, the government parties obtained 63 per cent of the seats in the House. The remaining 37 per cent were won by the opposition, which polled 43 per cent of the vote. Thus with 3 per cent more of popular support, the government was able to win 26 per cent more of the seats than the opposition. Misrepresentation is more evident within certain states. In Queensland and Western Australia opposition representation under the single-member system dropped to 17 and 11 per cent respectively, while government party representation in these states reached the exaggerated amounts of 83 and 89 per cent.

With Senate P. R. districts returning as few as five members, some discrepancy

between votes and seats may arise, since a three-to-two division of the seats between two major parties—60 to 40 expressed in percentages—may often be greater than the percentage difference in popular support for the parties. But even five-member districts could never result in the extreme distortion shown in the election results for the House.

Sham elections avoided under P. R. A single-member system almost always introduces many uncontested or "safe" seats. Although the elections this time were more competitive than usual, resulting in the rare situation of there being no uncontested seats, many constituencies still remained quite safe for one party or the other. Consequently, in these dis-

TABLE II
AUSTRALIAN NATIONAL ELECTIONS, NOVEMBER 22, 1958
Comparison of Votes and Seats Received
(On Basis of First Preference Votes)^a
Figures in Heavy Type Are Percentages

SENATE

| States | Labor Party Votes | Labor Party Seats | Liberal and Country Parties ^b Votes | Liberal and Country Parties ^b Seats | Democratic Labor Party ^c Votes | Democratic Labor Party ^c Seats | Others ^d Votes | Others ^d Seats | Totals on State Basis Votes | Totals on State Basis Seats |
|---------------------|----------------------|----------------------|--|--|---|---|------------------------------|------------------------------|-----------------------------------|-----------------------------------|
| New South Wales | 761,767 44.3 | 3 50.0 | 752,362 43.7 | 3 50.0 | 83,636 4.9 | — | 122,529 7.1 | — | 1,720,294 | 6 |
| Victoria | 549,481 42.3 | 3 50.0 | 570,567 44.0 | 3 50.0 | 162,799 12.5 | — | 15,240 1.2 | — | 1,298,087 | 6 |
| Queensland | 282,284 40.8 | 2 40.0 | 325,224 47.0 | 3 60.0 | 73,037 ^e 10.6 | — | 10,967 1.6 | — | 691,512 | 5 |
| South Australia | 205,380 47.0 | 3 60.0 | 195,929 44.8 | 2 40.0 | 23,310 5.3 | — | 12,536 2.9 | — | 437,155 | 5 |
| Western Australia | 111,499 35.7 | 2 40.0 | 178,981 ^f 57.3 | 3 60.0 | 19,713 6.3 | — | 2,178 .7 | — | 312,371 | 5 |
| Tasmania | 62,616 41.0 | 2 40.0 | 61,130 40.1 | 2 40.0 | 25,922 17.0 | 1 20.0 | 2,972 1.9 | — | 152,640 | 5 |
| Totals ^g | 1,973,027 42.8 | 15 46.9 | 2,084,193 45.2 | 16 50.0 | 388,417 8.4 | 1 3.1 | 166,422 3.6 | — | 4,612,059 | 32 |

HOUSE OF REPRESENTATIVES
(Single-member system with Alternative Vote)

| States | Labor Party Votes | Labor Party Seats | Liberal and Country Parties ^b Votes | Liberal and Country Parties ^b Seats | Democratic Labor Party ^c Votes | Democratic Labor Party ^c Seats | Others ^d Votes | Others ^d Seats | Totals on State Basis Votes | Totals on State Basis Seats |
|-----------------|----------------------|----------------------|--|--|---|---|------------------------------|------------------------------|-----------------------------------|-----------------------------------|
| New South Wales | 900,483 47.1 | 22 47.8 | 868,801 45.5 | 24 52.2 | 106,805 5.6 | — | 33,992 1.8 | — | 1,910,081 | 46 |
| Victoria | 560,985 39.9 | 10 30.3 | 629,624 44.8 | 23 69.7 | 207,247 14.8 | — | 7,533 .5 | — | 1,405,389 | 33 |
| Queensland | 270,676 37.5 | 3 16.7 | 364,542 50.4 | 15 83.3 | 80,035 ^e 11.1 | — | 7,158 1.0 | — | 722,411 | 18 |
| South Australia | 217,727 47.5 | 6 54.5 | 205,810 44.9 | 5 45.5 | 27,703 6.1 | — | 6,973 1.5 | — | 458,213 | 11 |

| | | | | | | | | | | |
|-------------------|-----------|------|----------------------|------|---------|---|--------|---|-----------|-----|
| Western Australia | 116,283 | 1 | 176,768 ^a | 8 | 34,944 | — | 4,475 | — | 332,470 | 9 |
| | 35.0 | 11.1 | 53.2 | 88.9 | 10.5 | — | 1.3 | — | — | — |
| Tasmania | 77,232 | 3 | 73,436 | 2 | 12,989 | — | 1,249 | — | 164,906 | 5 |
| | 46.8 | 60.0 | 44.5 | 40.0 | 7.9 | — | .8 | — | — | — |
| Totals | 2,143,386 | 45 | 2,318,981 | 77 | 469,723 | — | 61,380 | — | 4,993,470 | 122 |
| | 42.8 | 36.9 | 46.4 | 63.1 | 9.6 | — | 1.2 | — | — | — |

^a See footnote (a), Table I. If percentages of votes in this table were calculated on figures after the last transfer rather than on first preferences, the votes for major parties would be increased somewhat and those for minor parties generally reduced or eliminated.

^b Although maintaining separate party identities and organizations, the Liberal and Country parties form a joint government when in office and a joint opposition when out of office.

^c This minority party is formed largely by a breakaway group of some of the right wing of the Australian Labor party. The latter is commonly referred to simply as the "Labor Party."

^d "Others" include four minority parties, of which the Communist party is the largest, and independent candidates.

^e Refers to votes for Queensland Labor party, the Queensland equivalent to the D. L. P.

^f Includes votes of the Country and Democratic League, as the Country party is called in Western Australia.

^g Totals are provided for sake of summary although percentages on a nation-wide basis are not necessarily meaningful since each state is given the same number of senators, regardless of population.

tricts opponents of the dominant party are in effect disfranchised permanently.

The fact of safe seats is manifested in many ways. A leading newspaper featured the following advice for those intending to follow election results on television or radio: "Tonight's counting guide . . . don't make the mistake of trying to follow EVERY seat . . . about two-thirds of them are safe for one party or other. In every election, there are always several key seats. These are the ones you want to watch."⁴

In no state was the Senate outcome considered a foregone conclusion or taken for granted.

Because some practices and provisions associated with the previous method of multiple preferential voting were carried into the P. R. system, the latter is marred by certain faults of its predecessor. One example is the excrescent requirement that a voter must indicate, without duplication or omission, a preference number for every candidate in order to make his ballot valid. Naturally, this provision results in excessive invalidity, running to around 10 per cent or higher—in contrast to about 4 per cent in Tasmanian state elections under P. R., where the minimum to be marked by the voter is three. (In both cases, the requirement of compulsory voting is a cause for some invalid votes.) Following the elections, many complaints were expressed in newspapers and by candidates and electoral officers about the high invalidity in these and previous Senate elections; it is expected that the requirement of compulsory marking of all candidates may be eliminated before the next election. The provision also confuses the voters' understanding of the selective process, increases the work of counting the ballots and gives rise to various other objections.⁵

⁴ Melbourne *Herald*, November 22, 1958.

⁵ Compulsory numbering of all candidates of course means that cross-party

Another blot on P. R., also a carry-over from the former system, is the practice of the political parties—especially in the mainland states—of urging their supporters to vote for candidates in a prescribed order. Although voters are never regimented in Tasmania for state P. R. elections and only sometimes in Senate ones, in the other states regimentation has been the accepted practice.

One consequence is that a candidate's chances of election are determined more by the position assigned to him on the ballot by party management than by support given to him by the voters. Another objection is that voters become conditioned to party tickets and the individuality of Senate candidates is therefore lessened, as voters confine their discrimination primarily to a choice between parties instead of between candidates within parties.

This conformity reduces the educative benefit which the Hare system could bring and impairs the voters' understanding of the operation of the system. In the recent Senate contest the Liberal party in Tasmania did not prescribe any order for ranking its candidates.⁶

Although 31 of the 32 Senate seats were won by the two major parties, as seen in Table II, one seat was won by the Democratic Labor party, a minority considered to draw its support largely from Roman Catholics. The D. L. P. success occurred in Tasmania, where incumbent Senator G. R. Cole, federal leader of the party, was elected. Aided by the most favorable position on the

ballot and enjoying a strong personal following, Senator Cole polled more than double the vote obtained by his party colleagues in Tasmania who were running for the House of Representatives. In 1953 Senator Cole was elected to the Senate as a member of the Australian Labor party, and in the recent contest received many votes from those who normally are A. L. P. supporters.

Although the D. L. P. vote for the Senate was enough, because of P. R., to win it one seat in that body, it was not enough to affect the distribution of the other 31 seats between the two major parties. In contrast, in the elections for the House of Representatives, a similar vote for D. L. P. candidates was not large enough to elect one of them, yet sufficient because of the single-member system to force directly the defeat of eleven⁷ candidates of its A. L. P. rival.

Features of electioneering, provisions for balloting and methods of administering the polling and conducting the count were similar to those described in the NATIONAL MUNICIPAL REVIEW for the elections of 1953 and 1955.⁸ In conducting the count this time, all seats in the state of New South Wales were filled by distribution of the surplus votes of four candidates, thus obviating the need to eliminate any defeated candidates. In another state, Tasmania, one surplus was not distributed (as permitted by the electoral act if the amount of surplus cannot affect the result).

GEORGE HOWATT, *Research Scholar*
University of Tasmania

voting is obligatory. How this could affect adversely the position of major parties and assist minor ones is noted in feature articles on Senate voting by the writer in the *Hobart Mercury* and *Melbourne Herald* of December 17, 1958.

⁶ How regimenting their supporters could sometimes hurt the major parties is noted in an article by the writer, "Vote-to-Order Doesn't Pay," *Melbourne Herald*, December 17, 1958.

⁷ This figure is on the authority of Brian Fitzpatrick, in *Labor News Letter*, Melbourne, December 1958, page 3. Whether, or how many, additional seats may have been lost to the A. L. P. because of drop in vote caused by the D. L. P. campaign against it cannot be measured.

⁸ See July 1953 and May 1956. The report for 1953 contrasts the P. R. elections with previous non-proportional ones.

State, Local Finance Data Published

First Complete Figures Available Since 1942

THE Bureau of the Census has issued its Advance Release No. 8 of the 1957 Census of Governments. Entitled *State and Local Government Finances in 1957*, the report offers the first comprehensive measures of state and local government finances to become available on a state-by-state basis since the 1942 Census of Governments. A special study was published by the bureau early in 1955, *State and Local Government Revenue in 1953*. That report gave state-by-state revenue data, including sample-based estimates for local governments, but it included no statistics on expenditures, indebtedness or financial assets. Financial statistics for state governments and for cities over 25,000 in population have been detailed in annual reports by the bureau, but financial data for local governments and smaller municipalities have been available only in the form of estimated nation-wide totals.

The statistics shown in the report for 1957 are based on preliminary tabulations from the 1957 census of governments and are subject to revision in subsequent final publications. The data pertain to governmental fiscal years ended during calendar 1957. For all except four of the 48 states and for most school districts this means the twelve months ended June 30, 1957; for local governments other than school districts, the most common fiscal period involved is the calendar year.

The rapid growth in state and local government finance over the period 1942 to 1957 points up the value of the new financial data. Total state and local revenue in 1942 amounted to \$13.1 billion; by

1957 the total had increased 250 per cent to \$45.9 billion. Expenditures increased even more rapidly from \$10.9 billion in 1942 to \$47.6 billion in 1957, an increase of 337 per cent. Indebtedness of all state and local governments also rose sharply from \$19.7 billion in 1942 to \$53.2 billion in 1957, an increase of 170 per cent. The new census report contains extensive data on state and local government revenue by source, the relation of general revenues to personal income, expenditures by purpose, per capita expenditure data, indebtedness and debt transactions, and cash and security holdings by state and local governments.

This report is another in the series being issued by the bureau on the 1957 Census of Governments. Previous reports have covered *Governments in the United States*, *Local Government in Standard Metropolitan Areas*, *Local Government Structure*, *Summary of Public Employment*, *Compendium of Public Employment*, *Elective Offices of State and Local Governments*, *Local Government Employment in Standard Metropolitan Areas* and *Finances of School Districts*. All these publications may be ordered from the Superintendent of Documents, U. S. Government Printing Office, Washington, D. C.

Airport Financing Assumes Importance

Increased activity in the financing of airports has occupied numerous municipalities in the last few months. Why the age of air travel has slipped up almost unnoticed on many municipalities has not been explained, but the fact that it has is obvious to the air traveller who, leaving his modern plane, often enters a barnlike terminal facility with totally inadequate service features. To prevent further bad impressions their airports

are making on transients and to prevent declines in usage because of competition from nearby cities, many municipalities are scrambling to secure finances for airport improvements.

Two of the emerging financial solutions are federal aid and the sale of revenue bonds. A substantial part of the Massachusetts Port Authority \$72 million revenue bond issue was devoted to airport improvements and the proposed Chicago-O'Hare Airport revenue bond issue of \$120 million will be devoted exclusively to improvement of that facility. On the federal aid side, a fairly large amount may be designated for improvement of the nation's airports.

The growth of air travel in the last ten years has been phenomenal. Miles travelled by common carriage, excluding commutation travel, have increased by air from 6.0 billion miles in 1948 to 25.3 billion in 1957; at the same time first class rail travel was declining from 11.0 billion miles to 5.2 billion, by coach rail travel from 24.3 billion to 15.9 billion, by intercity bus from 23.5 billion to 14.9 billion miles. The increase in air travel by 1957 was 324 per cent over the 1948 level, while all other common carriage travel was declining. Private passenger cars are the most prevalent means of travel, of course, with the 1957 intercity volume of 617.7 billion miles being more than double the 1948 level. But the rapid growth of air travel as the means of common carriage transport is shown by the fact that in 1948 it represented 9.2 per cent of all such travel, while in 1957 it was 41.3 per cent of the total.

Municipal airport operation has not always proved effective in terms of finance and many such facilities are operated by tax subsidy. The *Municipal Year Book* for 1958 shows that 37 of 166 reporting cities indicated their total expenditures for airport operations exceeded total revenues. More important, however, was the fact that of 144 reporting cities 102

showed total expenditures for airport operations as exceeding operating revenues, that is, landing fees, hangar rentals, concession income and gasoline sales. Direct appropriations from the municipal government remain an important source of non-operating revenue. The *Year Book* reported that nearly one-half of the reporting cities showed direct subsidy to their airports, although it is to be noted that most of these are cities under 100,000 population.

* * *

Among cities over 100,000 several have put their airport operations on a self-paying basis by revenue bond financing. Cities which have recently sold airport revenue bonds and which have recently shown operating revenues in excess of operating expenses include Dallas, Texas; Atlanta, Georgia; San Antonio, Texas; Flint, Michigan; Jacksonville, Florida; Little Rock, Arkansas; Mobile, Alabama; and Phoenix, Arizona. Operating expenses and debt service in these cases are generally paid out of fees and charges on the airlines, including hangar and terminal space rentals, landing fees, income from concessionaires in the terminal area and other aviation and non-aviation charges. Generally, bonds sold for capital improvements of this nature are secured solely by charges which the city promises to levy and the city's credit is not involved.

One of the important developers in this field has been the Port of New York Authority, which operates among other facilities four airports in the New York metropolitan area—La Guardia, New York International at Idlewild, Newark and Teterboro airports. Much of the Port Authority's success in putting its airports on a self-supporting basis has derived from its ability to develop revenues from sources other than those pertaining directly to aviation. By developing a sizable amount of concession revenue, hangar rentals and other such charges, the

amount necessary to be charged to the airline for landing fees can be kept low, thereby encouraging use of the airport.

Chicago's forthcoming effort to develop its O'Hare International Airport represents a substantial undertaking. It expects to sell \$120 million revenue bonds, which are expected to be term in form and bear an interest coupon of $4\frac{3}{4}$ per cent. Airport revenues are to be derived under terms of various agreements between the city of Chicago and sixteen companies, including major airlines such as American, Capital, Trans World and United. In effect the airlines have contracted to pay sufficient sums as landing fees and ramp rental charges, which, together with other airport revenues, will produce gross revenues equal to airport operating and maintenance expense, amounts to be allocated to certain reserves and, beginning in fiscal 1962, an amount equal to 1.25 times principal and interest requirements on the bonds. If one or more airlines are forced to drop out of the arrangement for any reason, those remaining are still obligated to continue to pay flight fees and other charges sufficient to provide the specified level of revenues.

* * *

Fixed ramp area rental charges are available each year to reduce total flight landing fee charges due from the airlines, while the latter is variable depending on airport revenue requirements. Assuming the estimated 51 per cent growth rate of air travel over the period to 1965 is realized, air travel should be at a high enough level to enable the airlines to meet all of the obligations they are undertaking with respect to these bonds.

To help further in meeting the needs of municipalities expanding for jet air travel as well as conventional plane travel, the federal government may step up its grant-in-aid program for airport construction. The Senate has passed a bill to authorize \$475 million in grants in aid over the next four years, although op-

position from the administration may block final adoption.

Mayor William B. Hartsfield of Atlanta recently appeared before the Senate aviation subcommittee in support of the original proposal to authorize \$575 million over the next five years and told the committee that, "The plain uncontradicted facts are that the federal airport program must be accelerated and a substantial increase in funds must be made available to make possible airport facilities adequate to meet the requirements of modern aviation."

He also stated that the federal assistance the cities want "will not relieve local governments from a very substantial future investment in airport construction" and that "the airport demands of modern aviation are beyond the capacity of local governments to finance alone." Administration spokesmen contend that the total grant program should be much lower, perhaps a \$200 million four-year program, and have stated that the Senate's version of the program "will cost the taxpayer a lot more than he ought to pay."

Gasoline Tax Increases Considered

One state has increased its motor fuel taxes already this year and several other states and the federal government are considering increases. New York State raised its gasoline tax rate from four cents to six cents per gallon and its diesel fuel rate from six cents to nine cents, both effective March 1. The increase is expected to produce \$66 million annually and is to be used for general state highway purposes, except for 10 per cent which goes to counties outside New York City for local roads.

Bills proposing increases have been introduced in eight other states. These include Arizona with a prospective increase of from five cents to six cents, Massachusetts from five and one-half

cents to six cents, Missouri from three cents to five cents, Montana from six to seven cents, Oregon from six to seven cents, Utah from six cents to nine cents on special fuels only, Washington from six and one-half cents to seven and one-half cents, and West Virginia from six cents to seven cents.

Fuel use taxes, which require commercial operators to purchase fuel commensurate with mileage operated in the state, have been introduced in Connecticut, Indiana and West Virginia. Sur-taxes on heavier vehicles, based on fuel use tax laws, have been introduced in Indiana and Oklahoma. In California a new bill would repeal the provision for a one-half cent reduction in fuel taxes on December 31, 1959.

This state action on motor fuel taxation is the basis for increasing opposition to the proposed federal increase on motor fuels of from three cents to four and one-half cents. The President has proposed such an increase with the proceeds to go to the Highway Trust Fund, which is the source of funds for the federal highway program. Resolutions urging Congress not to increase the federal tax have been passed in two states and are pending in seven others. Generally highway user pressure groups have been quick to pit one level of government against the other, urging both not to raise motor vehicle taxes, but their widespread lack of success is measureable by the actual increases that have been put into effect.

The present strategy, however, is to urge state opposition to the federal increase on the grounds that this tax base should be reserved to the states; the fruit it is apparently bearing takes the form of opposition to the proposed federal increase by 28 state governors and Democratic leaders in Congress. No one has explained clearly how the federal government is expected to finance its share of the highway program for which it passes out grants in aid ranging from 50 per

cent to 90 per cent of actual outlays by the states.

MFOA Conference Set For June

The Municipal Finance Officers Association has announced that its 53rd annual conference will be held June 7-11, 1959, at Montreal, Quebec. The conference registration fee is \$15 for each person attending sessions; there is no registration fee for family members accompanying a delegate. The association has asked those planning to attend to send a "Notification of Intention to Attend" to its Chicago office. Another form is provided to be sent to Montreal for hotel arrangements. Headquarters for the conference will be The Queen Elizabeth in Montreal.

State Income Tax Withholding Increases in Use

Massachusetts has become the eleventh state, in addition to the District of Columbia, to adopt withholding as the method of income tax collection and several other states have similar proposals under consideration. The successful passage of this form of collection in Massachusetts recently marked the fourth attempt to put the measure across. Massachusetts' withholding tax will become effective February 15 and is retroactive to January 1. As a result employers will collect double taxes for a period of six weeks.

Collections will be on present salaries, similar to the method used to collect federal withholding taxes. Employers will be compensated for the additional expense of collecting the tax by a schedule of rates to be determined by the state tax commissioner and ranging from 0.5 per cent to 3.0 per cent of the total tax withheld.

The Massachusetts measure provides that the entire tax for the six months to June 30, estimated at \$40 million, will go to the state to meet existing budget deficits. In the second half of 1959 the

windfall tax collection is estimated at \$80 million, of which 57 per cent will go to cities and towns and 43 per cent to the state.

Adoption of withholding seems certain in New York State also. According to the announced plans of the governor, withholding will become effective April 1, the start of the fiscal year, and will be retroactive to January 1. To make the measure more palatable New York would "forgive" its taxpayers their 1958 income taxes, which otherwise would be payable simultaneously with the 1959 taxes to be withheld. Along with changing the method of collection, New York State proposes to lower exemptions.

Other states reported to have withholding systems under consideration are Wisconsin, North Carolina, Oklahoma and Missouri. Adoption of the plan by these four states along with Massachusetts and New York would bring to sixteen the number of states using it, out of a total of 31 which now levy an income tax. Further spread appears likely, because some convincing reasons are cited for use of withholding. At present, of course, it produces increased revenues without the necessity of altering the tax base or rates, and state revenues can use these aids following the period of the recession when many states suffered fiscal setbacks. Also, the equity argument is advanced; withholding assures the state it will get its moneys and not be deprived of part of them by evaders. For the individual, proponents assert, withholding makes the tax less painful since the money is taken gradually rather than at one time or in four quarterly installments. Opponents of the measure have answered this by stating that the individual has less and less control over his monetary income, as increasing amounts are deducted from his salary, but these arguments have difficulty prevailing against the rush by the states to improve their revenue positions.

EUROPE'S MANAGER PLAN

(Continued from page 127)

in Sweden can be removed for misfeasance or malfeasance, but after he has been in office for ten years he cannot be dismissed unless his position becomes unnecessary. In Finland a three-fourths vote of the council is required for the removal of a manager and this action must be submitted to the provincial administration (governor) for approval.

The manager like other officials is guaranteed a pension upon retirement. Retirement benefits are transferable, as in Germany for example, from one city to another and between levels of government. A German city manager who retires at the age of 65 and has 30 years or more of government service receives 75 per cent of his last annual pay.

The adoption of the council-manager plan in Europe is recognition of the need for appointive professional administration. The rapid growth of urban population in both Europe and America has made the city one of the principal service-giving institutions. The number, diversity, cost and technical character of these many services require an integrated organization in order that coordinated, effective and economical service can be provided. This goal is achieved by centralizing responsibility for administrative affairs in a manager professionally trained for the job of administration. Democratic control of local government is maintained because the council decides policy, determines revenues and expenditures and controls the manager.

Citizen Action

Elsie S. Parker, Editor

Citizen Action Rebuilds Old City

New Haven Commission Pushes Urban Renewal

NEW Haven, Connecticut, for too long a weary, old slum-ridden industrial city which could boast of little except its illustrious Yale alumni, has emerged as a national pacesetter for urban renewal and redevelopment.

In 1954 New Haven had a full shelf of plans and more than its share of slums. The city, unwillingly but inevitably, was faced with the grim prospect of a declining central business district and a retracting tax base; its outmoded streets were choked with traffic and too many residents were fleeing the city to the more peaceful and modern suburbs, abandoning larger areas to the relentlessly spreading slums. Even beyond the physical deterioration the city seemed to have lost faith in itself and its future.

Since that time, however, New Haven has pushed forward on a series of related urban renewal projects. At present, three projects totaling 375 acres are in execution and two other large projects are in final planning; a six-lane state highway connector is under construction simultaneously with the redevelopment projects; and two new high schools, each of 1,850 student capacity, are nearing completion. More than 120 outworn slum structures have been demolished, over 900 families and 350 businesses have been successfully relocated. New construction is under way. This will provide a \$10 million office building for the telephone company, several hundred quality hi-rise apartments, a four-block shopping center complete with a hotel-office tower and 1,500 parking spaces integrated into the design,

an eight-acre park and junior high school site and a commercial park, as well as room for industrial expansion. In addition, a 350-acre harbor front development project, to be carried out with 50 per cent state financial assistance, will begin shortly.

At the end of 1958, New Haven—a city of 167,500—ranked sixth among the nation's cities in dollar amounts of federal grants authorized, perhaps the best index of its total commitment and substantial progress.

New Haven has not achieved its rebirth with the aid either of sorcery or mirrors. It has taken countless hours of hard and sustained effort, a competent staff and strong executive and political leadership by Mayor Richard C. Lee.

But New Haven's progress has not been achieved by the city administration alone. The keynote to successful and comprehensive renewal for New Haven has been sounded by a large, organized citizen group known as the Citizens Action Commission (CAC). This group, composed of 24 leading citizens, with six action committees and numerous subcommittees comprising over 500 members, has played an instrumental role in developing programs and interpreting them to the entire community.

The CAC is not simply an advisory body: it is a working organization with a full-time executive director and a sustained interest in each successive phase of the complex urban renewal process.

Mayor Lee's announced formation of the CAC in 1954 fulfilled his 1953 campaign pledge to organize wide-scale citizen support for the renewal program he envisioned.

At first it seemed far simpler to talk about the merits of a large nonpartisan citizen group in support of city hall than actually to secure the participation

of busy and influential men. To most of New Haven, a working CAC was merely a part of its mayor's pipe dreams. But to Mayor Lee it was an absolute necessity to foster support and encourage new ideas for the comprehensive program he urged the city to undertake.

Lee set out to do the job of selling the potential of urban renewal to his community and he finally succeeded after nine long and weary months. By September of 1954 he had managed to convince top leaders from a variety of occupations to join forces in a common goal—to stimulate and win public support for a thorough redevelopment program.

The 24 members of the commission are appointed by the mayor. They represent both residents of the city, its immediate neighbors and people with business or other interests in New Haven. These men meet monthly with the mayor where they receive official briefings on projects and where their advice is sought. Their experience and counsel are invaluable in shaping plans and reviewing specific proposals. In addition, the commission acts on proposals brought to it by its six action committees and sponsors their inclusion in program objectives.

* * *

The six action committees, in conjunction with various public and private agencies, study intensively a broad range of projects all the way from housing for the elderly to harbor development or a special curriculum study in the school system. The committees—housing, human values, central business district and traffic and parking, education, industrial and harbor development, and the metropolitan approach—are divided into special subcommittees which deal with specific topics of interest.

The work of the commission and the committees is coordinated by a full-time executive director, an important ingredient for successful operation of a citizen group. The executive director provides

staff service for the CAC, develops reports and coordinates committee activities. He also handles a large volume of public relations activities and arranges monthly luncheons and annual conferences.

This position allows room for ingenuity and initiative as portrayed by its incumbent, H. Gordon Sweet, who, for example, played an influential role in the success of the South Boulevard project which transformed surplus and unused park land into a commercial and light industrial park to house firms displaced by redevelopment.

All members of the commission, excluding the executive director and his secretary, work on a voluntary basis. About 50 per cent of the commission's financial support comes from the New Haven Foundation, a civic-minded charitable organization, and the balance is contributed by various other community sources including leading corporations, banks and labor unions.

The importance of the CAC to the New Haven rebuilding program cannot be overestimated. The mere size of the commission is a valuable factor for as Carl Freese, past chairman of the commission, noted, "If anyone throws a rock at the program, they're bound to hit one of their own." But beyond this, New Haven's accomplishments owe a large debt to the citizen support and participation that has been embodied in the CAC.

The long range value and lesson of New Haven's CAC, however, embraces political action concepts that are nearly as far reaching as the redevelopment program itself. The need for a comprehensive approach to interrelated community problems has made itself glaringly apparent in American cities. But too often, worthwhile individual efforts have lost their energy as proposals have scattered before the winds of vocal opposition and progressive political movements have died for lack of unified leadership.

This has not been the fate of New Haven's CAC. The CAC is nonpartisan but it recognizes instinctively the importance of the leadership of Mayor Lee. Political leadership has become respected in a three-hundred-year-old city which too long had suffered from indifferent politics—and indifferent citizens.

The vital role that the CAC plays in the New Haven development program is compelling testimony to this fact. Labor leaders help sponsor needed commercial rehabilitation; corporation executives foster improved housing and slum clearance; the educator supports industrial development and the bankers endorse the necessary federal financial participation. Citizens, no longer shying from democratic processes, have entered public life willingly and with vigorous participation.

The CAC in New Haven has entered deeply into the expanding sphere of public life with increasing recognition of its demands and responsibilities. Perspectives have broadened and the city is able to rebuild itself with confidence.

ROBERT HAZEN

New Haven Redevelopment Agency

WINIFRED V. WEMPLE

New Haven City Plan Commission

Children's Books Get Awards

The fourth annual Thomas Alva Edison Foundation awards for children's books were made at a luncheon in New York City on February 3.

The speaker was James C. Zeder, vice president of Chrysler Corporation, who discussed "Educating the Individual for a Changing World." Speaking to an audience of three hundred, Mr. Zeder called for "a greater emphasis on the fundamental arts and sciences at the secondary school level."

Awards were presented to *Science in Your Own Back Yard* by Elizabeth K. Cooper (Harcourt, Brace and Company)

for "the best children's science book"; *Elements of the Universe* by Glenn T. Seaborg and Evans G. Valens (E. P. Dutton and Company) for "the best science book for youth"; *That Dunbar Boy* by Jean Gould (Dodd, Mead and Company) for "special excellence in contributing to the character development of children"; and to *The Americans* by Harold Coy (Little, Brown and Company) for "special excellence in portraying America's past."

Each winning author received a prize of \$250 and the winning publishers received an Edison scroll.

Walker L. Cisler, president of the Edison Foundation and president of the Detroit Edison Company, presided at the luncheon.

These awards to children's books are part of the foundation's National Mass Media Awards Program to encourage the mass media to present more material for the benefit of youth—particularly in the science fields—and to improve the quality of mass media offerings. Awards winners are determined by the vote of 62 national civic organizations, including the National Municipal League, which publicize the winning materials to their memberships.

Civic Groups Hold Annual Meetings

The Citizens' Plan E Association of Worcester, Massachusetts, held its annual meeting January 14, with an attendance of more than a hundred. Highlights of 1958 were pointed out by President George C. Whitney; City Manager Francis J. McGrath spoke on "The City from the City Manager's Point of View"; and former Mayor James D. O'Brien reviewed what he felt were the many accomplishments of the city since its council manager-proportional representation government went into effect.

"The Pursuit of Excellence as a Community Goal" was the subject of the

annual meeting of the Colorado Springs Charter Association on January 13. Chief speaker was Dr. Louis T. Benezet, president of Colorado College.

Citizens Search Finds Many Members

The 1958-1959 "Citizens Search" conducted by the Citizens League of Minneapolis and Hennepin County (see NATIONAL MUNICIPAL REVIEW, November 1958, page 528) has brought in 603 new members in the 1958 phase of its work ending December 31. Top man in the race was Ron Kennedy with 51 new members to his credit, next highest was Harold ten Bensel with 32. The league's staff brought in 81.

Submits Legislative Program

The Citizens Union of New York City has presented a 35-point program to the state legislature. Included are election reforms, court reorganization, improvement in city financial provisions, education improvements, changes in legislative procedure including a legislative council with a permanent research and drafting staff to prepare a legislative program in advance of each session, and numerous other items.

To Study County

The County Government Committee of the Hamilton County (Cincinnati), Ohio, Good Government League has been working for some months to prepare a bang-up, lively, citizen-participation program to educate groups on the county. Among other projects, the league has invited Democratic precinct executives to arrange house meetings of small groups to which the program, titled "What Can County Government Do for You?", may be presented.

Recent Publications

Legislative Forecast 1959 (New York City, 26 pages, 25 cents), prepared by the League of Women Voters of New

York, "offers preliminary information about areas of legislation in which the league is interested." The chief "rod in pickle" which has been prepared for the current legislature is reform of the state's cumbersome judicial system along progressive lines. Other programs relate to finishing up the league's great victory for permanent personal registration and primaries for state-wide offices. All is set forth clearly for the benefit of the state's 70 local leagues.

You Are the Government—A Handbook for Minnesota Citizens (80 pages, 35 cents) is a revised edition of a 1947 publication. It was prepared by the League of Women Voters of St. Paul for distribution by the Minnesota league (15th and Washington Avenues, S.E., Minneapolis). The pamphlet covers Minnesota's history from the beginning of statehood and describes its constitution, election and parties, how the state is governed, its administrative departments, boards and commissions. A short description of local government, the federal government and the United Nations is included. Charts set forth legislative, judicial and congressional districts, state income, and the United Nations.

The Citizens Budget Commission of New York has issued an eight-page *Pocket Summary of N.Y.C. Finances*, folded to a three-by-four-and-a-half-inch page—easily tucked away in a pocket or handbag for ready reference.

The Hamilton County (Cincinnati) Research Foundation has published *The Citizen and County Charter Movement in Hamilton County, Ohio, 1926-1935* (nine pages). It includes a reprint from the Godkin Lectures by Murray Seasongood. Comment and historical material are by Mrs. Iola O. Hessler.

The League of Women Voters of California has published *Briefs on a Long Constitution* (17 pages). The pamphlet may be secured from the league, 120 South Euclid Avenue, Pasadena, at fifteen cents a copy.

Researcher's Digest Ralph W. Conant, Editor

Evolution of Urban Renewal

Program Called Response To Crisis of Urbanism

THE Urban Land Institute published in December, as Technical Bulletin 34, *The Challenge of Urban Renewal* (Washington, 1958, 44 pages, \$3.00) by M. Carter McFarland. The monograph recounts the evolution of the federal urban renewal program and assesses its implication in the American urban economy. The author, who is director of the Division of Economics and Program Studies, Office of the Administrator, Housing and Home Finance Agency, views the program as "the federal government's most significant and ambitious response to the . . . crisis of urbanism."

In relating the historical development of the federal urban renewal program, the author points out that, "Most of the major legislation in housing over the past 25 years has represented a response to some crisis threatening our national well-being." The housing act of 1949 was "a response to the acute housing shortage and related problems which characterized the postwar period," but the 1954 act was a "response to an increasing awareness that the decay and stagnation of our cities, magnified by the rapid growth of urban population, represents a domestic crisis of new and urgent nature."

"Urban renewal is often thought of as a program to clear unhealthy slums, to provide better living accommodations for city dwellers, and to replace cluttered, unsightly and obsolescent downtown areas with wide avenues, attractive parks, handsome housing and monumental buildings," says the author. Though these goals would seem adequate, he suggests that

urban renewal may also be "the necessary and indispensable condition to economic survival and municipal solvency." His argument is that "blight reduces tax collections and increases municipal services costs."

Other parts of the study relate urban renewal to the national economy and to "the private economy." In a final section on problems and prospects the following questions are raised but not fully answered: Will rehabilitation work? Whither the downtown area? Can we solve the rehousing question? Is the urban renewal program broad enough?

The monograph is essentially an analysis of present and anticipated conditions justifying the need for joint federal-municipal action in rebuilding "urban decay." The political and social problems which result are almost totally ignored, though abundant evidence of these is available in every city where "workable programs" for federal urban renewal funds have been developed. Does the author, an economist, regard political and social questions as outside his field of competence? In any case, the layman reader should bear in mind that the whole story of the challenge of urban renewal is not told.

Census Bureau Continues Reports

The Bureau of the Census published in October *Elective Offices of State and Local Governments* (Washington, D. C., 1958, 105 pages, 60 cents).¹ This is No. 4 of Volume I (Governmental Organization) of its 1957 Census of Governments. The report provides a tabular presentation of popularly elected offices authorized

¹ See the NATIONAL MUNICIPAL REVIEW, April 1958, page 193.

by law in each state. The presentation is arranged by type of government and indicates terms, election areas and compensation.

First number of the bureau's Volume III, *Finances of School Districts* (Washington, D. C., 371 pages, \$2) was issued in November. It supplies data regarding finances of more than 50,000 school districts which exist as separate units of government. Nearly four-fifths of all public school pupils in the United States are enrolled in these districts. The remainder are in school systems operated by cities, counties and other units of government.

State by state figures for school districts are shown for the fiscal year 1957 under the following headings: revenue, by source; expenditure, by character and object; debt outstanding; and cash and security holdings, by type.

Here are some of the facts reported. Of all school district revenue in 1957, half came from property taxes and nearly 38 per cent was provided by the state.

The fraction of all school district revenues supplied by the districts' own taxes ranged in 1957 from less than one-fifth in some states up to two-thirds or more in other states.

School districts in only fourteen states impose any non-property taxes, and in all but one of these (Pennsylvania) such revenue is relatively small.

Current operating expenditures of school districts ranged in 1957 from less than \$200 per pupil enrolled in some states up to more than \$300 per pupil in a number of other states.

Hub Reports Public Bath Problems

In its December 1, 1958, *Bulletin*, the Boston Municipal Research Bureau announced publication of a 50-page report "showing how the city can save \$375,000 a year by reorganizing Boston's public

baths along the lines of present-day needs."

The study found that the Bath Division of the Parks and Recreation Department "operates fifteen public bath facilities throughout the city, together with a well equipped central laundry and sewing room for the making and laundering of towels." The *Bulletin* continued, "changing times, however, have converted this once copied municipal service into a costly anachronism. Where 75 per cent of rented dwelling units in Boston once had no private bath facilities (before 1900), today less than 10 per cent of the city's dwelling units lack private baths." The most important reform, according to the report, would be providing showers only for recreational purposes rather than for sanitation.

Another costly item, the *Bulletin* noted, is the towels. "At the end of 1957 the entire annual production of 200,000 towels had disappeared either through loss, theft or otherwise."

University Offers New Ph.D. Fellowships

The Fels Institute of Local and State Government at the University of Pennsylvania has announced a new pre-doctoral program of research and teaching assistant fellowships in governmental administration.

The purposes of the program are as follows: to encourage and assist qualified graduate students interested in teaching and research careers in governmental administration to earn their Ph.D.; to give prospective teachers an opportunity for progressively responsible teaching experience; and to give graduate students especially interested in metropolitan area study an opportunity for significant research in a dynamic metropolitan region.

Two kinds of fellowships are available: junior research assistantships paying a stipend of \$3,000 a year and senior research and teaching assistantships paying

\$4,000 a year. Applications should be submitted to the director, Fels Institute, University of Pennsylvania, Philadelphia 4.

Wharton School at the same university is offering fellowships for course work leading to a Ph.D. in regional science. The interdisciplinary nature of the program is reflected in the list of required or recommended subjects. These include concepts and techniques of social physics and probability analysis, industrial location, resource problems, planning, economic theory, statistics, economic geography, political science, public administration, sociology and many others.

IULA Gets UN Research Contract

The International Union of Local Authorities has signed a three-year United Nations contract to study central-local government relations in a number of selected countries. The study will aim to describe various distinctive systems of central-local government relations, to define common problems of local governments and to analyze centrally administered services to local units in each country.

IULA hopes to shed light on methods of increasing the capability of local government in providing effective services in rural and urban areas.

Countries selected for study will represent different types of central-local relations and different stages of development. Countries will be chosen whose experience is most likely to provide guidance for under-developed countries desiring to create or strengthen local government.

GAI Sponsors New Service Bureau

Governmental Affairs Institute in Washington, D. C., recently announced establishment of a Bureau for Community Services to International Visitors,

to be a source of information and aid to community groups and individuals who assist short-term international visitors to this country.

In addition to its clearing house function, the bureau will publish a quarterly, *Newsletter for Community Services to International Visitors*; distribute occasional papers on various aspects of short-term exchange programs; and initiate arrangements for regional seminars in various communities on subjects connected with international exchanges. The seminars will be under the auspices of the Residential Seminars on World Affairs, whose Regional Seminar Program has recently been merged with the Government Affairs Institute.

Personal Property Tax Costs Analyzed

In an interesting study of household personal property tax assessment costs as related to tax collection in Vanderburgh County, Indiana, the Evansville Tax Research Bureau concluded that net revenue gains from the levy fully justify administrative expenses (*A Survey on Household Personal Property Tax*, Evansville, November 1958, 30 pages). The study indicates a cost of approximately \$48,000 to secure an estimated \$545,000. Abolition of the tax would reduce bonding capacities of taxing units unless real estate assessments were raised to make up for the loss. Delinquency ratios of 12 per cent on household personal property and 11 per cent on automobiles were called unsound and unreasonable.

Still More on Texas Taxes

Reports Nos. 7 and 8 of a series of factual surveys by the Texas State Tax Study Commission have been issued.¹

¹ See the NATIONAL MUNICIPAL REVIEW, June 1958, page 304; NATIONAL CIVIC REVIEW, January 1959, page 47.

Respectively they are *Natural Resource Taxation* (Austin, 1958, 23 pages), dealing with state severance levies on production and state and local ad valorem taxes on mineral reserves, and *Other Sources of Revenue* (Austin, 1958, 20 pages) dealing with revenue sources not covered in previous reports. These include a number that are legally classified as fees rather than taxes.

American University Has New Unit

The American University has announced establishment of a Center for Technology and Administration Study, visualized as a "contact point for the activities of government and industry in research and application of important new administrative techniques." Lowell H. Hattery is director.

New York Waterfront Study

A study of the "long range development together with a proper adjustment of the commercial and aesthetic aspects of the waterfront of New York City" will be undertaken by New York University under the direction of Professor Martin D. Dworkis of the Graduate School of Public Administration and Social Service. The survey is to be financed from a donation made by the National Sugar Refining Company to the New York Community Trust. A draft report of the findings is expected to be ready in June 1959.

Legislative Manuals

The Governmental Research Bureau of the State University of South Dakota issued in November a *Handbook for Legislators* (Legislative Studies No. 6, revised, Vermillion, 19 pages), by Loren M. Carlson.

The Legislative Reference Bureau of the University of Hawaii published in September *Hawaii Legislative Manual: A*

Handbook for Legislators (Report No. 3, Honolulu, 1958, 88 pages) by Robert M. Kamins.

Cleveland Metro News Reports

Cleveland Metropolitan Services Commission study groups on public safety and government reorganization submitted reports last fall titled *Police Protection in Cuyahoga County* (Cleveland, September 1958, 56 pages, \$1.00) and *County Government in Ohio* (Cleveland, November 1958, 23 pages, \$1.00). Metro's reports now number fifteen.

AMA Management Course

The American Management Association inaugurates its first educational program specifically for government administrators at the AMA Academy, Saranac Lake, New York, March 30. The course is four weeks of advanced study and practice in the principal skills and tools of management. Applications should be made to Course Registrar, American Management Association, 1515 Broadway, New York.

New Publication

The Center for Urban Studies of the University of Wichita, organized last year with Sigfrid Pearson as executive secretary, has published *News Briefs* monthly since July, carrying reports on research findings and other developments in urban Kansas.

Strictly Personal

Carter W. Atkins, Connecticut Public Expenditure Council's executive director since 1942, was elected in November to the board of trustees and to the new office of president. Merle W. DeWees succeeds Mr. Atkins as executive director.

Norton E. Long has been appointed director of education at the Transportation Center at Northwestern University. He continues part-time as professor of political science.

Books in Review

Parties and Politics

PARTIES AND POLITICS. An Institutional and Behavioral Approach. By Avery Leiserson. New York, Alfred A. Knopf, 1958. xvii, 379, x pp. \$5.75.

It was in 1888 when James Bryce first published his analysis of the structure and operation of American democracy in which he identified the political party as a fundamental factor. Around the turn of the century a host of classics were produced that endeavored comprehensively to treat of political parties; these were a kind of second wave of books on the beach-head of knowledge about party politics. Some were historical accounts (Henry Jones Ford); others described party organization and technique and judged them on normative grounds (M. Ostrogorski, Jesse Macy, Lincoln Steffens, Herbert Croly); still others began to draw connections between parties and other aspects of the political system, for example, public administration or the legislative process (Frank J. Goodnow, Woodrow Wilson, A. Lawrence Lowell).

The third wave of writing on parties began in the early 1920s and soon brought forth the works of Arthur Holcombe, Pendleton Herring, Peter Odegard, Elmer Schattschneider and others. In 1922, Charles E. Merriam, in typical ground-breaking fashion, published one of the first textbooks in the parties field. Merriam's book was analytical but divided the material into such relatively simple categories as (a) composition of political parties (interests, leaders, organization, principles), (b) the spoils system, (c) party as formulator of policies, and (d) party as selector of official personnel. Illustrations and data were drawn from "my practical experience on the one hand and my scientific studies on the other." Understanding his ground-breaking role, Merriam observed:

"In the light of broader statistical information than we now have and with

the aid of a more thorough-going social and political psychology than we now have, it will be possible in the future to make much more exhaustive and conclusive studies of political parties than we are able to do at present. The objective, detailed study of political behavior will unquestionably enlarge our knowledge of the system of social and political control under which we now operate."¹

Now, two or three "waves" later, Avery Leiserson has produced a parties textbook in the analytical tradition and according to the scientific prescription set down by Merriam. To Leiserson the scientific study of the institutional arrangements and the patterns of human behavior usually associated with the political party provides a "strategically critical" wedge into the interstices of the political system as a whole. First, however, one needs to distinguish between the normative propositions of political philosophy and the scientific ("public, communicable and verifiable") propositions of political theory.

Leiserson then synthesizes the scientific propositions, those that have been verified by empirical research and those still hypotheses, into his discussions of party origins, the interaction between party and the constitutional-legal aspect of government, the properties and characteristic behavior of members and leaders of party as an organization, and the relations between partisanship and the official behavior of public officers.

Scientific language and systematic analysis are painstaking enterprises at best. The impression that all of us are politicians capable of stating easily understood, even if wholly invalid, generalizations about politics may make some impatient with a book that abounds in multi-syllabic concepts and slow-reading passages. It should be kept in mind,

¹ *The American Party System*, New York, Macmillan, 1922, page v.

however, that Leiserson is reporting and systematizing for us the specialized, esoteric and even more multi-syllabic cerebrations, researches and theories to be found in the growing output of behavioral scientists at large. The reader cannot expect to look in on this emergent world of scientific effort with the same ease that he reads the political headlines of his newspaper.

For the lay student as well as the college student Leiserson's book serves as an authoritative and competent guide to the scientific study of politics via the political party route. Leiserson's book reflects the distance we have gone in our production of new political knowledge in the few decades since Merriam wrote on the basis of personal anecdote and newspaper reports; the distance is substantial.

RALPH M. GOLDMAN

Michigan State University

Supreme Court

THE SUPREME COURT FROM TAFT TO WARREN. By Alpheus Thomas Mason. Baton Rouge, Louisiana State University Press, 1958. xv, 250 pp. \$4.95.

America's peculiar gift to the art of government—judicial review—has often thrown the Supreme Court into the arena of political controversy. Debate over the proper role of the court in our systems of separation of powers and federalism is nothing new. Decisions of the court under John Marshall and Roger Taney, during Reconstruction, the period of industrial expansion and the New Deal stirred the nation as much if not more than the segregation and civil liberties decrees of the Warren court. Great political issues have appeared often in the guise of legal questions.

In a complicated governmental system such as ours what should be the role of the court? This question continually fascinates students of American government and a bibliography of the answers thus far provided would be mammoth.

In *The Supreme Court from Taft to Warren* Alpheus Thomas Mason, professor of politics at Princeton, discusses again his answer. Since 1925 he has written over a dozen books analyzing the role of the court, the course of the law and the lives of particular justices. This latest contribution results from a series of lectures given at Louisiana State University in 1957.

While Professor Mason presents little that is new, what he says—and he says it very well—loses little by repetition. His argument is simple: the court is by its nature a political institution and the court should face up to and the public should accept this role in policy-making.

In interpreting the constitution the court inevitably affects policy. Generally, individuals and groups criticize the court not for making decisions inherently political but for making the "wrong" decisions. Little criticism of the court would be heard in the south today had it sustained segregation in the 1954 decision.

J. W.

Refuse Collection

REFUSE COLLECTION PRACTICE (Second Edition). Prepared by the Committee on Refuse Collection, American Public Works Association. Chicago 37, Public Administration Service, 1958. xvi, 562 pp. \$8.00.

This volume is a completely revised second edition of a book originally published in 1941. Data is based on reports from more than 900 cities of over 5,000 population.

Kinds of refuse and amount, how householders and businesses must prepare it for collection, costs and equipment, methods and system plans are all described. Cost comparisons of city and private operations also are provided.

Managers of refuse collection operations can find information on financing, organizing, staffing, cost accounting, budgeting, public relations and maintain-

ing equipment of collection systems in the committee's compilation.

All data reported are of experiences in 1955 or later. The U. S. Public Health Service helped process information from returned questionnaires.

R. W. C.

County Government

YOUR GUILFORD COUNTY GOVERNMENT. A Report to the Citizens of Guilford County, North Carolina. By John Alexander McMahon. Greensboro, North Carolina, Board of County Commissioners, December 1958. 39 pp. Illus.

A complete exhibition of the structure of the county government, interesting because it is one of the seventeen counties in the United States with a county manager. There still exists the old array of independent elective officers and commissions and the manager's job is described as being largely that of an ambassador tactfully striving to obtain integration in a basically ramshackle structure.

R. S. C.

Additional Books And Pamphlets

Assessment

COLORADO PROPERTY ASSESSMENT METHODS. Denver, Colorado Legislative Council, December 1958. xxv, 197 pp.

Budget

THE FEDERAL BUDGET IN BRIEF. Fiscal year 1960. Washington, D. C., Executive Office of the President, Bureau of the Budget, 1959. 58 pp. 25 cents. (Apply Superintendent of Documents, U. S. Government Printing Office, Washington 25, D. C.)

Capital Budget

CAUSES OF CAPITAL CRISIS. Statement of John M. Leavens on the Proposed New York City Capital Budget. New York 17, Citizens Budget Commission, Inc., October 1958. 23 pp.

Charters

MUNICIPAL CHARTERS IN MAINE. The Case of Brunswick. By Clement E. Vose and Kenneth E. Carpenter. Brunswick, Bowdoin College, Bureau for Research in Municipal Government, December 1958. 27 pp.

City Managers

1958 CONFERENCE PROCEEDINGS. Summary of the 44th Annual Conference of the International City Managers' Association. Chicago 37, the association, 1958. 40 pp. \$2.00.

Civil Service

MANPOWER FOR GOVERNMENT—A DECADE'S FORECAST. By Eli Ginzberg and James K. Anderson. Chicago 37, Public Personnel Association, 1958. 38 pp. \$2.00.

SURVEY OF PERSONNEL MANAGEMENT AND ADMINISTRATIVE SERVICES FOR CITY OF SYRACUSE, NEW YORK. Present Status and Recommendations for Changes. Syracuse, Bureau of Municipal Research, 1958. 64 pp.

Constitutions

CONSTITUTIONAL DEVELOPMENTS IN NEW YORK 1777-1958. A Bibliography of Conventions and Constitutions with Selected References for Constitutional Research. Compiled by Ernest Henry Breuer. Albany, State Education Department, University of the State of New York, 1958. 103 pp.

Crime

UNIFORM CRIME REPORTING. Report of the Consultant Committee on Uniform Crime Reporting. Washington, D. C., United States Department of Justice, Federal Bureau of Investigation, September 1958. 96 pp.

Debt

TAX-SUPPORTED BONDED DEBT OF WASHINGTON STATE 1958. Seattle, Washington State Research Council, November 1958. 29 pp.

Economics

THE CHALLENGE TO AMERICA: ITS ECONOMIC AND SOCIAL ASPECTS. (Report of Panel IV of the Special Studies Project, Rockefeller Brothers Fund.) Garden City, New York, Doubleday and Company, 1958. 86 pp.

Fire Insurance

THE CUYAHOGA COUNTY FIRE INSURANCE PROGRAM. Cleveland 15, Bureau of Governmental Research, November 1958. 43 pp. \$1.00.

Government and Industry

LOCAL GOVERNMENT AND INDUSTRY. By Mabel Walker. Princeton, New Jersey, Tax Institute, *Tax Policy*, November 1958. 8 pp. 25 cents.

Governors

PROCEEDINGS OF THE TENTH GOVERNOR'S CONFERENCE. Amherst, University of Massachusetts, Bureau of Government Research, 1958. 72 pp.

Hospitals

PHILADELPHIA GENERAL HOSPITAL ADMISSION POLICIES AND PROCEDURES. Prepared for Citizens' Budget Committee. Philadelphia 7, Bureau of Municipal Research and Pennsylvania Economy League (Eastern Division), 1958. 66 pp. \$2.00.

Inspections

SURVEY OF INSPECTIONAL ACTIVITIES OF WISCONSIN STATE AGENCIES. Prepared for the State Government Operations Committee of the Wisconsin Legislative Council. Madison, University of Wisconsin, University Extension Division, Bureau of Government, November 1958. 79 pp. Maps.

Justices of the Peace

JUSTICE COURTS IN COLORADO. Denver, Colorado Legislative Council, December 1958. 109 pp.

THE JUSTICE OF THE PEACE IN WEST VIRGINIA. By Claude J. Davis, Eugene R. Elkins and Paul E. Kidd. Morgantown, West Virginia University, Bureau for Government Research, 1958. 47 pp.

Juvenile Delinquency

JUVENILES IN TROUBLE. Probation—Parole—Mental Health. Denver, Colorado Legislative Council, December 1958. 63 pp.

Metropolitan Areas

PROCEEDINGS GOVERNOR'S CONFERENCE ON METROPOLITAN AND URBAN PROBLEMS. The Need for Direction. Denver 2, Colorado State Planning Division, 1958. ix, 101 pp.

Municipal Government

IDEAS FOR A BETTER CITY. Edited by Mary Bush. Nashville, University of Tennessee, Division of University Extension, Municipal Technical Advisory Service, in cooperation with the Tennessee Municipal League, 1958. 29 pp.

MUNICIPAL POWERS. By William M. Serbine. St. Paul, Minnesota, West Publishing Company, 1958. 60 pp.

Police

PEACE OFFICERS TRAINING SCHOOL. A Report. Lawrence, University of Kansas, Governmental Research Center, August 1958. 113 pp.

A SURVEY OF THE PRINCETON, NEW JERSEY, POLICE DEPARTMENT. By Donal E. J. MacNamara. New York, New York Institute of Criminology, 1958. 18 pp.

Politics

BIBLIOGRAPHY ON WESTERN POLITICS. Edited by Frank H. Jonas. Salt Lake City, University of Utah, Institute of Government, *The Western Political Quarterly*, December 1958, Supplement. 167 pp. \$1.75.

Public Works

THE AUTHORITY DEVICE FOR FINANCING PUBLIC WORKS. By Mabel Walker.

Princeton, New Jersey, Tax Institute, *Tax Policy*, December 1958. 8 pp. 25 cents.

PROGRESS AND ACCOMPLISHMENTS 1951-1957. Towson 4, Maryland, Baltimore County Department of Public Works, 1958. xvii, 174 pp. Map, charts.

Racial Relations

THE METROPOLITAN AREA AS A RACIAL PROBLEM. By Morton Grodzins. Pittsburgh, University of Pittsburgh Press, 1958. 28 pp.

Reciprocal Support

SUMMARY SEVENTH ANNUAL INTER-STATE CONFERENCE ON RECIPROCAL SUPPORT. Sponsored Jointly by The Florida Commission on Interstate Cooperation and The Council of State Governments. New York 36, The Council of State Governments, 1958. 25 pp.

Recreation

REGULATION OF PLEASURE BOATING AND AQUATIC SPORTS. By John F. McCarty. Berkeley 4, University of California, Bureau of Public Administration, October 1958. 44 pp. \$2.00.

State Government

DIGEST OF CONNECTICUT ADMINISTRATIVE REPORTS TO THE GOVERNOR 1957-1958. (Volume XII.) Hartford, State of Connecticut, Supervision of State Publications, 1958. 286 pp.

THE GOVERNMENT AND ADMINISTRATION OF MONTANA. By Roland R. Renne. (Volume 13 in American Commonwealth Series, W. Brooke Graves, editor.) New York, Thomas Y. Crowell Company, 1958. xvi, 508 pp. \$7.75.

Surveys

COMMERCE, TEXAS. A COMMUNITY DEVELOPMENT SURVEY. Commerce, Industrial Development Association, September 1958. 55 pp. Charts.

CITY, STATE AND NATION

(Continued from page 138)

California Training Program Wins Honors

The United States Civil Service Commission has presented its diamond anniversary award to the University of California Extension for outstanding cooperation in support of the merit system of federal employment through its Public Administration Certificate Program.

This program is designed to prepare government employees for greater responsibilities and to aid them in personal and professional advancement. It includes introductory and advanced courses in the specialized areas of administration, personnel and fiscal management along with background courses in political science, etc. Upon the satisfactory completion of eight courses, a certificate in public administration is granted.

Sherwood Reeder Award Presented in Richmond

The Sherwood Reeder Award, established in honor of the first city manager of Richmond, Virginia, was presented to Robert L. Gordon, administrator of Richmond's City Home, at the annual meeting of the Chamber of Commerce on January 22.

Friends and admirers of Mr. Reeder, after his death a few years ago, contributed to a trust fund, the interest from which is used each year to provide a lapel pin and a small cash award to that member of the classified service of Richmond who best exemplifies good citizenship and dedicated public service. Nominations are sought from city executives and employees and from the citizens of Richmond; they are judged by a committee of civic leaders.

This year was the second in which an award was made. Selection of Mr. Gordon was in recognition of great improvement at the City Home during his administration, after years of neglect.



Mayor Rod Hastings of Hayden holds award aloft after receiving it from Mayor Jack Williams (turning away). Immediately to his left is Governor Paul Fannin of Arizona.

(Continued from page 114)

a major intersection, and policemen are wearing shoulder patches bearing the official insignia. Granite City will choose an All-America boy and girl in March, an All-America mother in May, an All-America father in June and in July will culminate the celebration in a "revival of a good old-fashioned observance of Independence Day."

Five of eleven "runners-up" received honorable mention certificates at other ceremonies. Denison, Texas, named first alternate by the awards jury, heard League Council Member Jerome K. Crossman praise outstanding citizen achievements in upgrading local government and meeting problems brought on by rapid population growth.

Another special presentation was made by Council Member Norris Nash in Sunnyvale, California, named second alternate.

Columbus, Ohio, a winner, invited neighboring Chillicothe, a runner-up, to receive its honorable mention certificate at the Columbus award banquet.

Robert H. Fouke, of San Francisco, League regional vice president, presented the certificate in Fresno. Francis A. Harrington of Worcester, Massachusetts, spoke at the annual Chamber of Commerce banquet in Lebanon, New Hampshire, and presented the certificate.

League Treasurer Carl H. Pforzheimer, Jr., will present a certificate to Tarrytown, New York, on March 9.

At Columbus award ceremonies, left to right: Mayor M. E. Sensenbrenner, Paul R. Gingher, chairman, Metropolitan Committee, and president, Columbus Area Chamber of Commerce; Philip C. Ebeling and Joel Harnett, representing League and "Look", respectively.



Chosen to Head Conference Group

Hollis M. Carlisle, of Springfield, Massachusetts, who was elected a member of the League's governing Council last year, has been chosen chairman of the local arrangements committee for the 1959 National Conference on Government.



Hollis M. Carlisle

Plans for the conference program, which will be held November 15 to 18 in Springfield, are being developed by the League staff in cooperation with groups in Springfield and elsewhere in New England. Conference headquarters will be at the Sheraton-Kimball Hotel.

Mr. Carlisle, who is treasurer of the Carlisle Hardware Company, is active in several civic organizations as direc-

tor of the Metropolitan Planning Council, Future Springfield, Adult Education Council and the Area Development Corporation.

Leonard D. White Honored

The Public Personnel Association Award for Merit for 1959 to recognize and commend public officials responsible for outstanding programs of public personnel administration will be in honor of the late Dr. Leonard D. White, who was prominently associated with the League as member of its Council and of various committees.

Ridley Scholarship Announced

The Clarence E. Ridley Scholarship for graduate students at the University of Texas who intend to make a career in municipal management has been established by the Institute of Public Affairs at that institution. It is in honor of the retired executive director of the International City Managers' Association, who is a former member of the League's Council.

Civic Gadfly of St. Louis Dead

Pioneer suffragist and civic gadfly of St. Louis, Mrs. Virgil Loeb, who for a quarter century was closely associated with the National Municipal League as member of the Council and of several committees, died January 24.

As the *St. Louis Post-Dispatch* pointed out, "She was highly respected by politicians, even by those who opposed her, because she combined her civic ideals with political realities."

Mrs. Loeb was president of the St. Louis League of Women Voters in 1924



Mrs. Virgil Loeb

and was active in efforts to modernize local, county and state government.

It was due in large part to her influence that the League's 1941 National Conference on Government in St. Louis became the springboard for the campaign for a convention to revise Missouri's constitution. She "covered" the convention for the *St. Louis Star-Times*, writing penetrating stories that were widely credited with bringing behind-the-scenes activities into the open and stimulating public interest in the constitution.

Tools for Achieving Better Government

Citizen groups often turn to the League for help in achieving better government in their locality. Listed below are some of the tools available to them:

Campaign Pamphlets

| | |
|--|--------|
| Story of the Council-Manager Plan, 36 pages (1955) | \$.20 |
| Charts: Council-manager Form, Commission Form, Mayor-council Form (17½ x 22½"), 50 cents each, set of three | 1.00 |
| County Manager Plan, 24 pages (1950) | .20 |
| Forms of Municipal Government—How Have They Worked? 20 pages (1955) | .25 |
| Facts About the Council-Manager Plan, 8 pages (1956) | .05 |
| City Employees and the Manager Plan, 4 pages (1957) | .05 |
| Labor Unions and the Council-Manager Plan, 8 pages (1957) | .05 |
| P. R. [Proportional Representation], 12 pages (1955) | .05 |
| The Citizen Association—How to Organize and Run It, 64 pages (1958) | 1.00 |
| The Citizen Association—How to Win Civic Campaigns, 64 pages (1958) | 1.00 |

(The two pamphlets above may be purchased together for \$1.50)

Model Laws

| | |
|--|------|
| Model Accrual Budget Law, 40 pages (1946) | .75 |
| Model Cash Basis Budget Law, 42 pages (1948) | .75 |
| Model City Charter, 173 pages (1941) | 1.50 |
| Model County and Municipal Bond Law, 54 pages (1953) | 1.00 |
| Model County Charter, 112 pages (1956) | 1.50 |
| Model Direct Primary Election System, 48 pages (1951) | 1.00 |
| Model Investment of State Funds Law, 23 pages (1954) | 1.00 |
| Model Municipal Revenue Bond Law, 31 pages | 1.00 |
| Model Real Property Tax Collection Law, 40 pages (1954) | 1.00 |
| Model State and Regional Planning Law (1955) | 1.00 |
| Model State Civil Service Law, 32 pages (1953) | .75 |
| Model State Constitution, 72 pages (1948) | 1.00 |
| Model State Medico-legal Investigative System, 39 pages (1954) | .50 |
| Model Voter Registration System, 56 pages (1957) | 1.00 |

Other Pamphlets and Books

| | |
|--|------|
| American County—Patchwork of Boards, 24 pages (1946) | .35 |
| Best Practice Under the Manager Plan, 8 pages (1956) | .15 |
| Civic Victories, by Richard S. Childs, 367 pages (1952) | 3.50 |
| Coroners in 1953—A Symposium of Legal Bases and Actual Practices, 90 pages, mimeographed (1955) | 2.00 |
| Digest of County Manager Charters and Laws, 82 pages (1958) | 2.00 |
| The 48 Direct Primary Systems, 55 pages (1958) | 2.00 |
| Guide for Charter Commissions, 44 pages (1957) | 1.00 |
| Guide to Community Action, by Mark S. Matthews, 448 pages (1954).... | 4.00 |
| Manager Plan Abandonments, by Arthur W. Bromage, 36 pages (1954) | .50 |
| The Metropolitan Problem—Current Research, Opinion, Action, by Guthrie S. Birkhead (reprinted from NATIONAL MUNICIPAL RE- VIEW), 12 pages (1953) | .25 |
| New Look at Home Rule, by Benjamin Baker etc. (reprinted from NATIONAL MUNICIPAL REVIEW), 32 pages (1935) | .50 |
| Proportional Representation—Illustrative Election, 8 pages (1951) | .10 |
| Proportional Representation—Key to Democracy, by George H. Hallett, Jr., 177 pages (1940) | .25 |

Discount on Quantity Orders — Write for Complete List and Description.

National Municipal League

Carl H. Pforzheimer Building
47 East 68th Street, New York 21, N. Y.

The Next Best Thing

To experience fully the dramatic stimulation of a National Conference on Government, where hundreds of civic leaders, public officials and specialists meet annually to exchange experiences and recharge their civic batteries, the responsible citizen must attend in person.

Some say the next best thing is to read summaries of the speeches and panel discussions held during the solidly packed four days of sessions.

Proceedings of the 63rd annual National Conference on Government in Cleveland are now available.

71 pages. \$2.00 postpaid.

National Municipal League

47 East 68th Street

New York 21, New York

Just Published

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